NATIONAL MUNICIPAL REVIEW

UARY 1949 VOLUME XXXVIII, NO. 2

Illinois U Library

The Luxury of Bossism ..... *Editorial*

Pattern for Greater Boston ..... *Charles R. Cherington*

Local Government's Story ..... *Henry Davis Nadig and Eric Carlson*

New England Pioneers Again ..... *Lawrence Pelletier*

Legislatures Seek Efficiency 85

County-State-Federal Project Continues 92

Two Irish Counties Hold P. R. Elections 95

1948 State-Local Debt Rises 99

Self Government in Maine 101

Universities Cooperate on Resources Studies 105

PUBLISHED BY THE
NATIONAL MUNICIPAL LEAGUE

The National Municipal Review

goes to all members of the National Municipal League. Those who do not desire to become members of the League may subscribe to the REVIEW by paying five dollars a year in advance; Canadian subscription rate $5.25; foreign $5.50; single copies 50 cents.

ALFRED WILLOUGHBY, EDITOR — ELSIE S. PARKER, ASSISTANT EDITOR

CONTRIBUTING EDITORS

JOHN BAUER, Public Utilities
JOHN E. BEBOUT, Research
RICHARD S. CHILDS
GEORGE H. HALLETT, JR.
Proportional Representation
ELWYN A. MAUCK, County and Township
H. M. OLMSTED, City, State and Nation
WADE S. SMITH, Taxation and Finance
WM. REDIN WOODWARD,
Proportional Representation

STATE CORRESPONDENTS

H. F. ALDERFER, *Pennsylvania*
RUPERT F. ASPLUND, *New Mexico*
CARTER W. ATKINS, *Connecticut*
MYRON H. ATKINSON, *North Dakota*
CHESTER BIESEN, *Washington*
D. BENTON BISER, *Maryland*
ERNEST M. BLACK, *Oklahoma*
JOHN C. BOLLENS, *California*
WILLIAM L. BRADSHAW, *Missouri*
ARTHUR W. BROMAGE, *Michigan*
ALVIN A. BURGER, *New Jersey*
JAMES K. COLEMAN, *South Carolina*
WELDON COOPER, *Virginia*
EDWIN A. COTTRELL, *California*
C. A. CROSSER, *Washington*
D. MACK EASTON, *Colorado*
WILLIAM O. FARBER, *South Dakota*
DAVID FUDGE, *Oklahoma*
PHILIP L. GAMBLE, *Massachusetts*
JAMES GIRAND, *Arizona*
ROBERT M. GOODRICH, *Rhode Island*
MRS. LEONARD HAAS, *Georgia*
M. H. HARRIS, *Utah*
SAM HAYS, *Arkansas*
ROBERT B. HIGHSAW, *Mississippi*
ORREN C. HORMELL, *Maine*
HERMAN KEHRLI, *Oregon*
DRYDEN KUSER, *Nevada*
LANE W. LANCASTER, *Nebraska*
JOHN D. LANGMUIR, *New Hampshire*
STUART A. MacCORKLE, *Texas*
FREDERICK N. MacMILLIN, *Wisconsin*
BOYD A. MARTIN, *Idaho*
EDWARD M. MARTIN, *Illinois*
JAMES W. MARTIN, *Kentucky*
DAYTON D. McKEAN, *New Hampshire*
EDWIN B. McPHERON, *Indiana*
WILLIAM MILLER, *New Jersey*
LENNOX L. MOAK, *Louisiana*
FRANK W. PRESCOTT, *Tennessee*
ABBETT PULLIAM, *New York*
JOSEPH M. RAY, *Maryland*
JOHN E. REEVES, *Kentucky*
ROLAND R. RENNE, *Montana*
PAUL N. REYNOLDS, *Wisconsin*
HAROLD W. SANFORD, *New York*
M. H. SATTERFIELD, *Tennessee*
LLOYD M. SHORT, *Minnesota*
GEORGE G. SIPPRELL, *New York*
JOHN G. STUTZ, *Kansas*
JAMES P. TAYLOR, *Vermont*
HERMAN H. TRACHSEL, *Wyoming*
PAUL W. WAGER, *North Carolina*
HARVEY WALKER, *Ohio*
YORK Y. WILLBERN, *Alabama*
JOHN F. WILLMOTT, *Florida*

Published by THE NATIONAL MUNICIPAL LEAGUE

Charles Edison, West Orange, N. J., *President*
George H. Gallup, Princeton, N. J., *Vice President*
J. W. Clise, Seattle, *Vice President*
Carl H. Pforzheimer, New York, *Treasurer*
Alfred Willoughby, *Executive Secretary*
John E. Bebout, *Assistant Secretary*
George H. Hallett, Jr., *Associate Secretary*
William Collins, *Finance Chairman*

COUNCIL

Richard S. Childs, New York, *Chairman*
William Anderson, Minneapolis
Frederick E. Baker, Seattle
James L. Beebe, Los Angeles
Frederick L. Bird, New York
R. E. Blake, St. Louis
Albert D. Cash, Cincinnati
William Collins, Yonkers, N. Y.
L. P. Cookingham, Kansas City, Mo.
Philip H. Cornick, Yonkers, N. Y.
James A. Cunningham, Chicago
Harold W. Dodds, Princeton, N. J.
C. A. Dykstra, Los Angeles
Herbert Emmerich, Chicago
B. H. Faulkner, Montclair, N. J.
Clarence Francis, Bronxville, N. Y.
Max E. Friedmann, Milwaukee
Arnold Frye, New York
Lloyd E. Graybiel, San Francisco
Lloyd Hale, Minneapolis
Harrison S. Hires, Berwyn, Pa.
Robert W. Johnson, New Brunswick, N. J.
Mrs. Siegel W. Judd, Grand Rapids
John S. Linen, New York
Mrs. Virgil Loeb, St. Louis
Mrs. Thomas H. Mahony, Boston
Joseph D. McGoldrick, New York
D. K. Pfeffer, New York
Ed P. Phillips, Richmond
Walter M. Phillips, Philadelphia
Lawson Purdy, New York
Harry W. Schacter, Louisville, Ky.
Murray Seasongood, Cincinnati
Henry L. Shattuck, Boston

PUBLICATION OFFICE: 150 Fremont Street, Worcester, Mass.
EDITORIAL AND BUSINESS OFFICE: 299 Broadway, New York, 7, N. Y.
Entered as Second Class Matter July 11, 1932, at the Post Office at Worcester, Mass.

Illinois U Library

National Municipal Review

Volume XXXVIII, No. 2 **Total Number 385**

Published monthly except August

By NATIONAL MUNICIPAL LEAGUE

Contents for February 1949

EDITORIAL COMMENT 66

PATTERN FOR GREATER BOSTON ..... *Charles R. Cherington* 68

LOCAL GOVERNMENT'S STORY ..... *Henry Davis Nadig and Eric Carlson* 73

NEW ENGLAND PIONEERS AGAIN ..... *Lawrence Pelletier* 79

NEWS IN REVIEW

CITY, STATE AND NATION ..... *H. M. Olmsted* 85

COUNTY AND TOWNSHIP ..... *Elwyn A. Mauck* 92

PROPORTIONAL REPRESENTATION ..... *George H. Hallett, Jr., and Wm. Redin Woodward* 95

TAXATION AND FINANCE ..... *Wade S. Smith* 99

CITIZEN ACTION ..... *Elsie S. Parker* 101

RESEARCHER'S DIGEST ..... *John E. Bebout* 105

BOOKS IN REVIEW 111

The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service.*

Editorial Comment

The Luxury of Bossism

AMONG the economic wastes we cannot afford in a high cost era is political bossism.

The comparative tax rates[1] of all cities over 30,000 published in the January REVIEW showed Mayor Curley's Boston with the highest rate among the big cities—that is, those over 150,000 — and Boss Hague's Jersey City a close second. Boston's rate in 1948 was $53.40 and Jersey City's $48.29.

It is no surprise that Dayton, the first large city to turn to nonpartisan management of public affairs, had the lowest rate — $8.68. Dayton adopted the council-manager plan in 1914. Cincinnati, which adopted the plan in 1926, had a rate of $12.18 and Dallas, adopting it in 1931, $12.70.

A Boston taxi driver recently told an officer of the National Municipal League that Mayor Curley was a sort of Robin Hood, taking from the rich for the benefit of the poor. As long as bosses can make the "common man" swallow this kind of tripe, boss-ridden cities will continue to fall behind in the race.

Frank Hague has many of his constituents similarly convinced by such devices as a publicly supported hospital with which he has not hesitated to play Lord Bountiful for "friends."

This kind of fakery will be destroyed only when its chief victim, the workingman, understands that it hastens the flight of industry and business beyond the borders of cities and that such losses mean fewer jobs and poorer pay.

Just for the Record

ON THE day the National Conference on Government in Boston adjourned, Mayor James Michael Curley, stung by the suggestions of some of the speakers that his kind of government should be junked, made a statement to the newspapers in which he said in part:

"The Republican party died Tuesday, November 2. After a lapse of sixteen days, another wake is arranged and held in Boston and professional weepers arrive to weep over the death of the Republican party and against the methods of conducting the affairs of Boston."

Intelligent citizens learned long ago that this is the kind of rejoinder any politician, from Jim Curley to Joe Stalin, makes when he has no real answer. You simply abuse your accuser, carefully avoiding a plea of guilty or not guilty, whether you are caught stealing a country or just the people's money by such low methods as giving public jobs to the wrong people or throwing business to favored contractors.

Could Mr. Curley, a Democrat, have heard that the League's executive committee (including Demo-

[1]Tax rate figures quoted here are adjusted to 100 per cent basis of assessment for purposes of comparison.

rats, by the way) had turned numbs down on the idea of asking oston's mayor to welcome the Conrence? Of course, that would be a low to the vanity of a man who ad addressed the 1924 Conference —before what he represented in ublic life became so clear.

Mr. Curley lives in something of dream world which may keep him om understanding fully that an inreasing number of people in both major parties have lost patience with spoils politics, but he is a smart, shrewd man, bright enough to know that people of varying political preferences band themselves together in the League to work for better government and a more responsible citizenry.

Now let's see; just who was it who first pointed out that the bigger the lie the more likely people are to believe it?

For Unselfish Public Service

THE civic action field lost an outstandingly effective gadfly recent- when H. Eliot Kaplan resigned as ecretary of the National Civil Serve League to become deputy comroller of the state of New York.

His accomplishments are legion. ew men have done as much to pull ne hands of political racketeers off ne public's cash. Time and again he ent into court in the City and State f New York to snatch the political rab bag from them, saving the taxayers many millions of dollars.

As the merit system spread during ne last generation, always resisted y the champions of the status quo, nd as unending assaults to weaken ne system were made, it was to liot Kaplan more than to any other an that good citizens throughout ne nation looked for guidance. A brilliant lawyer as well as civic leader, with the most comprehensive mastery of civil service law, he has given attorneys, public officials, civil service commissions, groups of public employees and others counsel which, in private practice, would have made him a wealthy man.

The fact that his devotion of 35 years to the fight against political plundering finds him a man at the height of his vigor and effectiveness seems impossible to those who are unaware that he started with the civil service crusaders as office boy at the tender age of fifteen and burned the midnight oil to win his lawyer's shingle and training in finance.

Eliot Kaplan, who deserves a laurel wreath for unselfish public service, will be missed in the civic field.

Pattern for Greater Boston

Majority of people in its 83 communities refuse to fac economic and functional facts, educator at Harvard warn

By CHARLES R. CHERINGTON*

THE recent history of Metropolitan Boston presents an interesting pattern of numerous successes interwoven with serious failures. It is only through an examination of this pattern that we can arrive at a workable strategy for the second half of the twentieth century.

Today there is no single "plan" for the Boston metropolitan area that commands any appreciable amount of common agreement or enthusiasm. Instead, there is a wealth of scattered data, a multitude of piecemeal proposals and projects, and a few master schemes which in their very generalities illustrate the lack of popular consensus on the task that faces us.

In this respect Boston is far behind our British friends with their highly developed plans for the future of London. It is even behind certain other metropolitan areas in the United States. Our present spirit, however, should not be one of self-reproach but rather of candid reappraisal of our present plight and future alternatives.

Historically, Boston is the oldest of American metropolitan area Relatively speaking, it has displaye slow but steady growth and i people, in historical perspective, ha shown a remarkable capacity to me and overcome the most serious phys cal and organizational difficultie Had it not been for certain unfo tunate historical accidents it is qui possible that today we would have the environs of Massachusetts Ba the fullest development of metropo tan government on this continent.

One hundred years ago this ar was on the march. The industri revolution was well under way a Boston men were in the forefro of the new revolutionary pioneer Radiating out from the city t railroad net which was to serve the circulatory system of the new e was already largely completed. Wit in the city limits the herculean ta of filling first the South Bay and th the Back Bay was slowly being a vanced. The new waterfront w emerging to serve as the operati base for a growing overseas co merce. In keeping with the tim most of this was the work of priva enterprise, but in the then limit sphere of government, progress w apparent.

Old Boston proper became a c in 1822. Municipal services expand and at the same time, for a peri of several decades, there was a termined drive to extend the jur diction of the municipality to inclu peripheral towns. This drive, desp

*Dr. Cherington is secretary, as well as associate professor of government, of the Harvard University Graduate School of Public Administration. In 1942 he was an administrative analyst in the Division of Administrative Analysis of the Bureau of the Budget and in 1943-45 an economist on a consultant basis in the War Production Board. This article is his address before the National Municipal League's National Conference on Government, Boston, November 24.

a number of reverses, was generally successful until about 1870. It did not entirely disappear until some twenty years later when Boston proper reached its present geographical limits.

Had annexation continued, the metropolitan problem today would have been far simpler, probably far less acute. Our present plight springs from the fact that the majority of the people in the 83 cities and towns which make up the metropolitan area refuse to face the economic and functional realities. They refuse to admit that they are Bostonians.

Immigration Poses Problem

The trouble began about 80 years ago. It is somewhat difficult for a non-Bostonian and a non-historian to discover exactly what happened. Apparently, the tensions created by the great immigrant waves which swept into Boston and other east coast cities in the middle and late nineteenth century were largely responsible. To the Yankee ruling class, and even more to the Yankee middle class and to the Yankee farmer, the new immigrant was a terrifying phenomenon.

In Boston the first wave of the new immigration was typified by the Irish peasant fleeing from the potato famine—dirty, ignorant and miserable and, perhaps most important, a Papist. When such new immigrants collided with the somewhat stiff and proud and still militantly Protestant Yankee, there was certain to develop a tension which was of decisive importance in the development of the metropolitan area.

The consequences are still with us and until they are swept away we cannot hope to achieve a satisfactory solution of Boston's problems.

As fate would have it, the Massachusetts form of town government was magnificently suited to serve as a defensive system for the displaced Yankees. The slow retreat began, first to the inner circle of towns like Brookline and Quincy, then on to outer circles such as Lexington, Needham and Marblehead. This is a process which can go on indefinitely. It is, of course, related largely to the "flight to the suburbs"—an almost universal phenomenon in metropolitan areas. In Boston, however, the consequences of the flight are still colored by these early tensions which to a surprising extent lived on in popular myth long after the new immigrant became more American than the old Yankee.

It was the flight to the peripheral towns against such a sociological background that checked the logical growth of the city of Boston proper. Brookline refused to join Boston in 1873. Later in the century wise proposals to combine other peripheral municipalities such as Cambridge, Somerville, etc., were rejected. The next 50 years was a period of local parochialism gone mad. It is today a complex kind of parochialism but the following three elements are plainly discernible.

First, there is a kind of sentimental nostalgia for the independence and simplicity of the town meeting tradition. Proud memories linger on even in such weird arrangements as representative town meeting forms in Watertown, Brookline and other areas which have long since ceased

to be towns and have now few of the social and functional characteristics of independent cities. Yet even after they sink to the level of geographic anachronisms in the metropolitan pattern, their inhabitants cling to the shadowy autonomy of another age.

Public Employees Want Status Quo

Second, there is the influence of the town and city employees. In themselves a numerous army, they have many friends. I suspect that in the last analysis this is the true hard core of resistance to metropolitan union. This block of vested interests, containing many men of considerable technical and administrative skill, continues to keep alive the traditions and bias of separatism.

Third, we come to a strand which is difficult to define but which is a real factor in the Boston situation. In terms of the cost of government it is cheaper to live in the outlying towns than it is in the central urban core or in the blighted inner periphery. The reasons for this are not hard to find.

He who moves from Boston to Concord or Acton, or to Weston or Needham, leaves a considerable part of his municipal burdens behind him. He leaves tremendous problems of public health and public welfare back in the central urban core, or back in the industrial soot of Cambridge or Somerville or Chelsea. He leaves Boston to solve its own street problem while he drives to work on a state supported, federally aided highway, or he may park his car at the end of the rapid transit line and ride into State Street on the Metropolitan Transit Authority's defici He knows that his suburban goverr ment is cheaper and in terms of h own mythology it is "better." H draws a State Street salary but l pays a farmer's taxes. We can scarc ly find a better example of havir your cake and eating it too.

These three types of thinking ar interest—that of the traditional se timentalist, of the municipal en ployee and of the suburban escapi —are largely responsible for the pa tern of disintegration in the metr politan area. These are the strand of opposition which must be ove come if we are to execute effecti plans for Greater Boston. Alread much has been done in the way piecemeal projects and ingenious in provisation.

First, consider the Metropolita District Commission. Historicall speaking, this ingenious device is t consequence of arresting the natur growth of Boston in the second ha of the last century. It permits un fied metropolitan service in the fun tional areas of water, sewers ar parks. It enables several hundr thousand people who refuse to adm that they are Bostonians to enj some of the benefits of metropolita service. The commission represen a compromise response to the nee of the area. An appointive body, i technical record has been on t whole remarkably good and it h done much to overcome the Ba kanized pattern of local governme in matters within its jurisdiction.

As a half-way house to union t commission has its attractions un we remember that it is, after all, mere administrative arm of the sta

spending local funds without local political control except in the most indirect sense. From the technical point of view we would probably get better service from a Metropolitan District Commission which took over police and fire protection, public health and welfare functions, streets and parks, and perhaps even all the schools of the metropolitan area. But the price of such technical advance would be, in effect, almost complete abdication of local self-government. This is a larger price than most of us are prepared to pay.

Makeshift Solution

Second, the Metropolitan Transit Commission provides us with an interesting case study in makeshift solutions to Boston problems. Here again we see an excellent example of administrative federalism, devised in a moment of desperation to meet the momentary crisis in our contemporary mass transport system in the period immediately following the war. I have nothing but respect for the technical competence of this body and for its moral courage in its recent proposal to face the economic facts confronting us and—to put it bluntly—raise the fares. But while one may admire its tactics, it is necessary to deplore the strategic mistake behind the creation of this agency.

Rapid transit is only one facet of local transport in this or any other metropolitan area. The current deficit of the Metropolitan Transit Authority is more than a local, temporary problem. It is a portent for the future. The real key to metropolitan transport in the next generation is the rubber-borne highway vehicle, particularly the private automobile. We are already a $225,000,000,000 country. By the time we are a $300,000,000,000 country—let us say ten years from now—not only every family but every adult citizen will have his or her own automobile and will, in effect, be independent of rapid transit systems. Thus within the calculable future we may see rapid transit lines become as obsolete—and as uneconomic—as interurban trolley lines have become within the past generation.

The M.T.A. is a stop-gap device and no more. Only an agency which treats all metropolitan transport—in all its competing and varied phases—can provide a viable solution for the next generation to Boston's problems. Such an agency must be more than a specialized, ad hoc body. The only effective answer is to create a new and all-embracing metropolitan municipality.

Third, let us look at the plans that have been drawn, some of them with great imagination and daring. The Boston Contest of 1944 elicited a bumper crop of these paper dreams.[1] Many of these proposals had genuine merit and a few of them have already been realized in fact. But through all the published proposals submitted in that contest, and in most of the more specialized schemes developed since that time, runs one fundamental miscalculation. It is useless to plan for Metropolitan Boston until its 2,000,000 inhabitants are prepared to concede that they are Bostonians. In other words, we must

[1]See the REVIEW, January 1945, page 30.

realize that our problems are social and political in the larger sense. Physical improvements and administrative devices can never be more than piecemeal stop-gaps until the basic facts of metropolitan unity are driven home, accepted and appreciated.

It must be conceded that we are dealing with perhaps the most difficult problem of modern political science—the realization of civic consciousness and political responsibility in the gargantuan community. Essentially, this is a task for social scientists, but it is a task for which they are not yet prepared. To the social scientist the unity of metropolitan areas such as Boston seems obvious—but such unity clearly is not so obvious to the residents of its 83 cities and towns.

There is a job of basic fact-finding to be done here. Intuitive insights, sweeping generalities, must be supported with cold, hard facts. We have been too much inclined to pulpit preaching, too little to the drudgery of careful field research. We should be able to prove, and I think we can prove, that there is today a growing interdependence between all people in this area, from the banks of the Merrimac to the valley of the Blackstone and from the Worcester Hills to Boston Light.

Until we can support such a thesis with conclusive evidence, it will be difficult for the majority to believe that we are in fact all Bostonians. And until that time comes there may be many plans but there can be no one plan for the Boston metropolitan area.

Public Relations Group Urged

A meeting on municipal public relations, held at Boston in November in connection with the National Conference on Government of the National Municipal League, adopted a resolution requesting that the League establish a committee on municipal public relations to investigate the feasibility of increased activity in this field and to recommend methods by which public relations programs can be made effective in local government. The motion was introduced by Paul A. Volcker, town manager of Teaneck, New Jersey, as the result of a suggestion by Harold S. Buttenheim, editor of the *American City*.

Local Government's Story

Conscious public relations policy urged to overcome public apathy and ignorance on municipal problems.

By HENRY DAVIS NADIG and ERIC CARLSON*

Mr. Nadig:

FOR some time citizen organizations such as the National Municipal League have been going more than half way in rallying public interest behind good government.

It is now up to municipal government itself to produce real cooperation with this effort by official public relations action.

Municipal public relations must be given widespread official status in local government if American cities are going to keep the wolf from the door and maintain municipal stability, independence and democracy.

Unless our cities make expert use of public relations by incorporating it as an official municipal function, local government may become gradually undermined by public apathy and popular misunderstanding possibly to the point of moral and fiscal bankruptcy.

At least eleven progressive cities have already recognized the potential dangers of chronic ignorance and apathy by setting up official municipal public relations departments or municipal public relations divisions within existing departments.

These cities have realized that they must tell their story to the people simply, clearly and dramatically with benefit of both actual authority and professional proficiency.

They are Kansas City, Missouri; Bessemer, Alabama; Rochester, New York; Daytona Beach, Miami Beach and St. Petersburg, Florida; Norfolk, Virginia; Charleston, South Carolina; Toledo, Ohio; Dearborn, Michigan; New Orleans, Louisiana.

All these MPR-wise cities recognize that official municipal public relations can buttress the structure of municipal government against the impact of disparaging forces.

By trying to give popular sanction to the false idea that local government is becoming too burdensome, complex and costly, tax-conscious individuals are tending to create public resistance to adequate financial support of sound, economical administration and well developed cities.

What is municipal public relations from the viewpoint of its highest standard? Municipal public relations is the conscious official use of practical methods expertly applied to produce a fully informed, understanding, active citizen interest in local government.

---

*This article is based on remarks by Mr. Nadig and Mr. Carlson at the National Conference on Government in Boston in November. Mr. Nadig is public relations director of the Regional Plan Association of New York and public relations editor of *The American City*, for which he writes a monthly column, "The City Tells Its Story."

Mr. Carlson, associate editor of *The American City*, considers city planning his extra-curricular activity. He is an active member of various planning groups and was a student assistant at Columbia University's Planning and Housing Division. He also attended the Institute of Public Administration in New York City.

By adopting and carrying forward a realistic public relations policy, municipalities could overcome complacency and lack of knowledge which, if unchecked, inevitably must lead to civic prostration.

An Effective Answer

An official MPR program based upon sound policy and executed skilfully can provide the most effective answers to carping critics of city government and make the most critical taxpayer start pulling his punches.

But to have an MPR program it is necessary first to achieve a clear concept and sound policy for the basis of operations. Official recognition of what MPR really is and adoption of a plan of action are implicit in such an achievement. They give the "go" sign to real municipal public relations.

Your city's success in municipal public relations—the quality and character of MPR operations and its money and time saving accomplishments—depends upon the strength and purpose behind your MPR concept and policy, as well as upon the degree to which MPR is permitted to serve your city and its people.

The city tells its story best if it tells it continuously—not only yearly but monthly, weekly and even daily. The job of keeping the public well informed is a constant one.

It costs less in the long run to plan and carry out an adequate public relations program than it does to proceed haphazardly with promotion of municipal activities.

No city or town in the United States need fear for its finances or its citizen support if its local government makes good use of the various media of public relations.

Where municipal officials realize that the functional concept of municipal public relations provides them with the best means to gain public interest and action, they will proceed on the basis of official municipal public relations as the most efficient, most economical, most democratic way to inform the public about local government, to attain harmonious relationships between municipal departments and the people, and to promote good government.

The city of Dearborn is the most recent municipality to set up an official municipal public relations department. Dearborn's accomplishment came only after some good hard work and fight by Mayor Orville L. Hubbard and his supporters who succeeded in establishing a department last July.

In his recommendation to the city council, Mayor Hubbard made these significant remarks: "New thought recognizes that any contact with city officials by the public is a phase of public relations. . . . Our idea on public relations is that it is a means to an end—maximum service to all the people."

That is the aim of real municipal public relations—to serve the public by efficiently coordinating local government information and bringing the people and their government into a closely working partnership.

Mr. Carlson:

CIVIC inertia has been recognized as perhaps the greatest threat to our democratic way of life. If we consider local government as the

bulwark of democracy, should we not fix responsibility on this level for combatting public apathy? Local government and its operation can be as absorbing as any other aspect of our way of life. It's time we set about to organize systematically, on an official basis, to arouse continuing citizen concern in local affairs.

The idea of municipal public relations has not developed overnight. There has been plenty of discussion about bringing government to the people. The need has been recognized; interesting and effective public relations techniques have been developed in various municipalities. These have included: popularizing annual reports, tours of municipal facilities and offices, bettering press and radio relations, open hearings on public affairs, preparation of literature and bulletins on municipal activities, civic textbooks and lectures and courses in schools as well as before adult education and discussion groups, cooperation with citizen groups and community councils, and determining of citizen attitudes on local issues through polls and other devices.

Unfortunately, most of this work has been on a hit or miss basis. The threads of an approach to municipal public relations began to be pulled together by Phillips Bradley several years ago in a series of articles in *The American City* on the "Human side of City Hall." This series was discontinued during the war. It was followed in April 1947 by another series, still continuing, "The City Tells Its Story," edited by Henry Davis Nadig.

The validity of the idea also received reinforcement as a result of material in a number of British publications such as the *NALGO Journal, Municipal Review, Citizen* and *PROgress* (a new magazine edited especially for public relations officers in Britain). As with so many other administrative innovations, we seem to be indebted here also to the British who have established public relations officers as an integral part of local government structures in more than 50 municipalities.

It didn't take long before these events served as catalysts in crystallizing our thinking, and posed the question "Why shouldn't municipal public relations develop in this country as a full fledged profession?"

Consistent Program

Unlike many other municipal activities and the performance of municipal services, municipal public relations has been too much dependent on the personality characteristics of the mayor or city manager. When there is a change in political fortunes, and the mayor retires or the manager moves on, existing public relations programs, if there are any, may be ignored or dropped completely. Other approaches may or may not be substituted. Yet, there is serious need for continuity in municipal dealings with the people.

We live in a fluid, mobile society. From 1940 to 1947, 70,000,000 people changed their places of residence. The sponsoring of a complaint week one year and a municipal open house event a year or two later, obviously is not enough in the way of public relations gestures. The turnover of population in communities must be

recognized. Basic information on local affairs must be constantly put before the people, even if this means repetition and rewriting of material already issued. Repetition, incidentally, is one of the prime tools used in the advertising and public relations media of business and industry. Why should not local government adopt, at least to a greater extent than it has, patterns which have proved so successful elsewhere?

Realization that ours is a dynamic society also clearly points to another prime function of municipal public relations—informing people of alternatives available in techniques of government, of local practices elsewhere, and pointing to the need for institutional changes where such seem to be warranted.

For example, on such a basic question as taxation, if it is found that the property tax in a city cannot be stretched to meet municipal needs and demands for increased services, every effort should be made to inform people of alternatives. Such basic things as the relationship of the municipality to the county and state governments, need for more home rule, and passage of state legislation to broaden the local revenue base should be explained.

In some municipalities the mere coordination of existing public relations efforts will result in considerable savings and in providing greater effectiveness of coverage. For example, various departments in several cities will each issue annual reports and carry on public relations programs of their own without any coordination.

Obviously, one person should responsible for guiding all or mo municipal publications through t mill. He could streamline documen improve typography and make so that they will be genuinely read ble—and probably succeed in lowe ing publication costs substantially.

Director's Duties

It doesn't matter much whether MPR officer is designated as an assis ant to the chief executive—the may or city manager—or whether, as Rochester, New York, the MPR offi is located in the city's departme of commerce. The important consi eration is that there be accessibili and close understanding as to bas policies between the officials co cerned. Nor does it matter if t office or the person is labelled info mation officer or given some oth title, as long as the MPR job being done.

In the case of smaller municipal ties, a conscious policy on municip public relations must be establishe even if no person can be appointe on a full time basis to handle a pr gram. Perhaps, in some places, will be possible to designate someo within the municipal organizatio who is close to the mayor or ci manager to be responsible for a MPR program, on a part-time a rangement, in addition to his regul duties. He must, of course, qualified.

A better approach would be f two or three smaller municipaliti to band together and hire a full tim competent expert to handle the pu lic relations programs for all of the It is important, however, that suc a person be in close touch with t

fficials of all the municipalities involved so that he may help guide their respective programs at every step of the way.

There are great savings in time to be made, an increasingly important consideration for municipal officials, if one office is established or one person designated to help prepare articles, releases, exhibits, radio and television appearances, to handle requests for information and questionnaires from other cities and from interested citizens and students. Municipal officials, though often generating ideas on many things they'd like to do, often find that public relations programs get lost in the shuffle for want of time and for want of someone at their side to help execute their ideas.

A municipal public relations office should also be of value in helping to coordinate the promotional and informational programs undertaken by civic groups such as taxpayers associations, leagues of women voters, and chambers of commerce. Such a step would make for more effective use of the moneys expended by various sources on such aspects as industrial development, housing promotion, improvement of labor relations, etc.

There need be no antipathy between organizations engaged in such programs. But if a local or state private citizen group is doing a good job of promoting good annual reports or stimulating citizen participation in town planning, it should not stand in the way of establishing a municipal public relations policy. There is certainly still need for full public responsibility in this field even though one or two phases of MPR are undertaken by private groups. The job is such a big one that there is room for all. The more help, the better.

MPR Objectives

Municipal public relations should have as one of its major objectives the devising of methods to tap the hidden wealth of energy and resources that lie latent, untouched for civic purposes, in almost every citizen of the community.

There is, of course, a danger in attempting to tie up too large a number of activities in a neat package labelled "Municipal Public Relations," but the following brief listing may serve to indicate a few of the possibilities, most of which still need exploration:

1. *Open house or get acquainted affairs.* Tours of municipal facilities and offices arranged for schools and other interested groups; night displays of equipment, etc., in order to satisfy taxpayer curiosity about how municipal funds are being expended.

2. *General liaison with schools.* Scheduling talks and appearances by municipal officials; help on civic textbooks.

3. *Promotion of bond issues.* Seeing that all facts are presented to the people in a straightforward way.

4. *Improving central city-suburb relationships.* Milwaukee's department of annexation, for example, is producing material on advantages to some suburbs in annexing to city.

5. *Employee training programs.* Improving and systematizing contacts with the public of meter readers, public works department personnel, refuse collectors, policemen, switch-

board operators; simple rules should be established and understood on letter writing, telephone answering, reporting complaints, etc.

6. *Development of municipal public relations as a two-way street,* rather than as exclusively an information program. This has been worked out in Kansas City, where officially designated community coordinators attend meetings of neighborhood groups and councils, both to transmit information on municipal activities and to note suggestions and ideas on municipal undertakings and improvements.

7. *Coordination of municipal information arrangements,* perhaps with public library and municipal reference library staffs.

Good Government and MPR

The major MPR battle lines during the next several years probably will be formed over the question of whether MPR is to be used as a device to perpetuate political control of present officeholders, to glorify the existing administration and to tone down and cover up bad management so that efforts at improvement and increased efficiency will have one more hurdle to overcome. The charge may be made that MPR is a concept for "using the taxpayer's funds to hoodwink the taxpayer." In some cities where the MPR concept is undergoing experiment, such as in Dearborn, Michigan, these charg were encountered before an MI office was even established and giv a chance to function.

This particular issue can be ov come; good government and muni pal public relations must go hand hand. The council-manager mov ment over the years faced somewh similar attacks and others of kinds, yet today the council-manag plan is almost universally recogniz

When an MPR policy is propos in a municipality, however, and a propriations are sought for a staff for a phase of the program, it is m important that the initial propo be specific in terms of MPR fu tions and what will be done wi the money. MPR is a new field a opposition will be considerable there is no clear understanding "spelling out" of MPR phases operation, such as some of th mentioned in this article. It will all too easy for opponents to dec a system in which some "hack nev paper man will be employed to wr up handouts for the local press."

To achieve full respect and reco nition, it also seems essential th there be established a strong, pr fessional group of people in the MP field. Such a group should have extremely high code of ethics, serve as a major influence in setti standards for honest, clean and i partial work in municipal pub relations.

New England Pioneers Again

Manager plan spreads rapidly in Maine as operation in small towns wins approval and adoption is made easier.

By LAWRENCE PELLETIER*

THE BIG story on local government in Maine is the successful extension of the council-manager plan to small communities.[1] Such pioneering seems out of step with the native conservatism which is commonly supposed to make northern New England arid ground for new ideas. While annexation and consolidation of local units, adoption of consolidated schools, and utilization of budgeting and uniform accounting are resisted by rural Maine, the council-manager plan is proving increasingly popular.

As of December 15, 94 Maine municipalities had adopted the plan; 19 per cent of a possible total of 493, counting 21 cities, 412 towns and 60 plantations.

The first manager adoption in the state was in 1917; largest numbers of adoptions in any one year were ten in 1944 and thirteen in 1946. Seventy-two of the 94 adoptions have occurred since 1940.

The trend toward the manager plan in Maine is even more phenomenal when one considers the record in other New England states:

	1942*	1948*
Maine	35	88
New Hampshire	0	6
Vermont	22	26
Massachusetts	5	11
Connecticut	5	10
Rhode Island	0	0

*Figures, as of March 1 of each year, from *Municipal Year Book* of the International City Managers' Association.

In 1948 there were 38 local manager units (41 per cent of all Maine manager municipalities) with a population of 1,500 or less; seventeen (18 per cent) manager units under 1,000; and seven (8 per cent) with fewer than 500. Orient, with a population of 148, is the smallest.

The spread of the system has been encouraged by these factors: (1) Satisfactory local experiences with the plan; (2) financial pressures generated by the past depression and present inflation; (3) experience of municipalities with state commissioners under the Emergency Municipal Finance Board; (4) increasing difficulty encountered in persuading the right type of man to assume the duties of selectmen as long as the office was on an elective basis; (5) experience with so-called town agents (while these agents are given no real authority under the general laws, they are

*Mr. Pelletier is a teacher of government at Bowdoin College in Maine and a staff member of its Bureau of Research in Municipal Government. He was formerly instructor in government at the University of Maine and was a member of the Brookings Institution staff which surveyed welfare administration in Maine in 1940. This article is based on his address before the National Conference on Government of the National Municipal League, Boston, November 23, 1948.

[1]Much of the factual information in this article was secured from questionnaires circulated to all managers in Maine by the author and the Maine Municipal Association, to which 83 replied.

often *de facto* managers); (6) ease of adoption under the Town Manager Enabling Act of 1939; (7) popular support — in almost every manager municipality in Maine, adoption of the system has been brought about by the efforts of one or two very much interested individuals.

Methods of Adoption

The 21 cities in Maine may adopt the council-manager plan only after securing a charter from the legislature in the form of a special act; 13 cities have so acted[2]. The 412 towns have an option, however. They also may secure a special charter from the legislature[3] or they may institute the plan under the 1939 enabling act. Sixty-one towns are now operating under this act, so it is no coincidence that the mass trend to the council-manager system dates from 1939.[4]

Towns are authorized to place an article in their warrants summoning voters to a town meeting to see whether the voters wish to approve the council-manager system.[5] If the vote is in the affirmative, the plan goes into effect at the beginning of the next municipal year.

In small towns not employing the Australian ballot, the vote may be taken at the regular town meeting provided the municipal officers have not been elected. Where the Australian ballot is utilized—in all towns of any size—the vote should be taken at a special town meeting held at least 30 days prior to the regular annual meeting. Once the plan is in operation, it can be voted out at any special town meeting held at least 60 days (90 if a town is a member of a union of towns) prior to the regular town meeting.

The manager is chosen by the selectmen on the basis of his administrative ability and may be removed by them for cause. He is to: (1) enforce the laws; (2) do the purchasing for all departments except schools; (3) attend meetings of the selectmen and make recommendations; (4) inform selectmen and citizens as to the finances of the town; (5) perform such other duties as shall be given him by the selectmen, including those of treasurer, road commissioner, tax collector and overseer of the poor. In fact, the manager may be anything from administrative head of the town to errand boy for the board of selectmen.

There is rather general agreement that the enabling act should be amended both to expand the authority of the manager and to clarify the procedure to be followed in adoption of the plan.

Top salary for towns with a population of 1,500 and less is $4,000; with 1,000 and less, $2,000; and with 500 and less, $3,500.

---

[2]Auburn, Bangor, Bath, Belfast, Brewer, Calais, Eastport, Ellsworth, Old Town, Portland, Presque Isle, Rockland, South Portland.

[3]There are eighteen towns with a manager charter.

[4]The number will be 63 when Brunswick and South Berwick appoint a manager in March 1949.

[5]*Revised Statutes of Maine, 1944,* chapter 80, section 16.

Managers' Duties

In the larger municipalities the duties of the manager are those commonly associated with his office —general management, but in the small community he is expected to be jack-of-all-trades. In the fourteen towns in the 1,500—2,500 population group the following duties are given the manager.

Duties	*Number of Towns*
Tax collector, road commissioner, overseer of the poor, treasurer	7
Tax collector, road commissioner, overseer of the poor	5
Tax collector, road commissioner, overseer of the poor, treasurer, clerk	1
Tax collector	1

Apparently, in communities with fewer than 2,500, population does not affect the distribution of duties because in the 38 towns of 1,500 or less there are about the same combinations of functions:

Duties	*Number of Towns*
Tax collector, road commissioner, overseer of the poor	14
Tax collector, road commissioner, overseer of the poor, treasurer	10
Tax collector, overseer of the poor, treasurer, clerk	3
Tax collector, overseer of the poor	3
Tax collector, overseer of the poor, treasurer	1
Tax collector, road commissioner	1
Other	6

The pattern is also substantially the same in the 27 towns with from 2,500 to 10,000 inhabitants.

Duties	*Number of Towns*
Tax collector, road commissioner, overseer of the poor	8
Tax collector, road commissioner, overseer of the poor, treasurer	10
Road commissioner, overseer of the poor	3
Tax collector, overseer of the poor	2
Other	4

It is evident that the duties assigned the manager have little direct relationship to the size of the community—at least where the population is not in excess of 10,000. Most important duties can be combined under the manager without seriously overburdening him. In fact, one manager, who has had an outstanding record in both small and large municipalities, is convinced that the superiority of the plan lies in the improved coordination which is achieved by placing on the manager direct responsibility for all important municipal functions. One thing is certain, however, a successful town manager must be versatile!

Selectmen Supervise

The policy-making function in towns with a manager is still exercised by the town meeting, but the board of selectmen appoint and dismiss the manager, fix his compensation and exercise general supervision subject to the general policy laid down by the voters at town meeting. Consequently, it is desirable that selectmen be of high caliber and that they be well acquainted with the problems of the town.

Under the old plan, where select-

men act as administrative heads of the town, it is customary to elect three for a term of one year, although the law permits the election of three, five or seven with a staggered term. Under the manager plan there is a decided tendency to increase the number of selectmen to five and to stagger terms. Twelve municipalities from 1,500 to 2,500 elect a five-man board, and eight have a three-year staggered term. Two elect a board of three for a one-year term.

In the 38 municipalities of 1,500 inhabitants or less there is not the same tendency to enlarge the board and to stagger the term. Twenty-five still elect three selectmen to serve one year; three elect three selectmen for three years; five elect five for three years; two elect seven for three years, and three elect five for one year. The best practice seems to be election of a board of five or seven to serve for a staggered term. Greater continuity is secured and the boards are more representative; there is also less possibility of the acute factionalism which has developed in some of the smaller boards. The larger boards and the longer terms are, however, not popular in the small municipalities because they are regarded as less democratic than the customary three members for one year.

Experience of Managers

Thirty-nine (47 per cent) of the 83 managers reporting came to their present positions with no previous experience; 29 had served previously as managers in one or more municipalities; and fifteen reported some experience in the public service—selectman, town clerk, etc.

Unquestionably, this tendency to utilize men with little experience and training will be less evident in the future. More men are gaining experience as the number of manager municipalities increases, and the new management degree at the University of Maine is supplying men with specialized training.[6] Realism forces one to admit, however, that the small communities with their unattractive salaries will continue to draw heavily from local talent, often without experience or training.

The enabling act authorizes towns to combine in a union to hire a manager. If a union is created, the manager is hired by a joint board of selectmen and his salary is borne by the towns in the union. Apparently the manager is, however, responsible to the separate boards in his conduct of the affairs of the municipalities. Towns may withdraw from the union if they give a 60-day notice. The law does not provide for a real union in the sense of common use of equipment, personnel, etc., and should be expanded and clarified. That it does not satisfy a need as it now stands is demonstrated by the fact that only three unions have been created although there are eight managers in Maine who serve more than one municipality.

Municipalities	*Union*
Castle Hill (600) and Mapleton (1,350)	No
Orient (148) and Danforth (1,348)	No

[6]See "School for City Managers," by Edward F. Dow, the REVIEW, October 1948.

Municipalities	*Union*
Dyer Brook (265) and Oakfield (667)	No
Merrill (430) and Smyrna (409)	Yes
Portage Lake (720) and Masardis (60)	Yes
Hodgdon (1,054), Linneus (800) and Reed Plantation (500)	Yes (Hodgdon and Linneus)
Patten (1,550) and Staceyville (700)	No
Wallagrass (1,445) and New Canada Plantation (63)	No

In the very small rural community the manager's activities will require only a day or so a week. In fact, where the manager serves more than one municipality, he often divides his time, spending two or three days a week in each town.

A Manager's Day

It has been estimated by a group of managers that they may engage in as many as 82 distinct activities. The manager's job is ordinarily thought of as "management" and so it is in the larger municipalities but in rural communities activities of the manager almost defy description. Management as a high level concept—planning, organization, coordination, etc.—is not the concern of the small town manager. He is a doer rather than a director, supervisor or rationalizer. He *is* town government. As one manager put it: "My most vivid impression of a town manager's life is the almost infinite variety of my day-to-day activities. Each day is typical only in that it is different from all others."

The day may start before seven in the morning, and it may end at any hour of the night. If it is summer and road work is in order, the manager will want to get his road crew started. This may involve giving them detailed instructions, if one has a capable foreman; or it may mean working most of the day with the men. Between times equipment must be checked and materials secured. In one morning the manager may be called on for several important decisions—whether to take a chance on opening up a particular gravel pit, whether to increase the fill on a certain piece of road, and whether to discharge the foreman. These decisions usually require some technical knowledge and a mistake in judgment may be expensive to the town. In the winter time he must contend with sanding and snow removal.

The average manager usually spends a great deal of time in the field—a matter of necessity as much as choice. Yet, if he does not have a capable girl in the office, his paper work will accumulate. A manager must be somewhat of an accountant as well as an engineer. There is the cash book to keep, accounts to balance, tax bills to collect, tax receipts to enter, pauper orders to issue, checks to draw and recommendations to make.

In the evening the manager is fortunate if there is not a civic meeting of some sort which he is expected to attend. Even then, his free evenings may be interrupted to take care of a pauper case or some other so-called emergency. Sundays and holidays are no exceptions.

There are, however, compensations. As one manager wrote,

"I think that in some ways it's lots easier to be a manager in a small town than in a large one. I have to know more about many technical things than the manager of a larger place, but I am very close to the people. I know most everyone by his first name. I can go out of my way to do many favors for folks which would be an impossibility in a large city. For instance, I frequently come down to the office on Sundays or evenings or early in the morning to excise a truck. I make tax collections all over town and in some surrounding towns. I can scare off the able-bodied paupers by putting them to work at piece rate. I have time for the little details that make better government whereas the manager of a larger town must rely on his employees to do these things. . . .

Can't 'Pass the Buck'

"Because we are small and because the requests made on us are few, we can give individual attention to all requests. We cannot pass the buck, make long delays or ignore the taxpayer, and we would not if we could."

Obviously the successful manager of a rural community enjoys a real sense of personal accomplishment. As manager he must be acquainted with many technical matters and must be able to deal with them. When a task is well done, the credit is his; when it is poorly done, the responsibility is his.

Experience in Maine indicates that the rural community can employ with profit the council-manager system. Opponents of the plan argue that it destroys democracy and the spontaneity which has been so typical of town government. Yet this has not been true. Most managers pride themselves on being close to the people and, in the rural community, they can personalize government; or best of all they can avoid the appearance of "governing." The town's affairs are still everyone's business. The rules, the impersonality, the trappings necessary perhaps for larger units have no place in the manager's approach to rural government.

The major problem has been and will continue to be recruitment of capable managers. While the experience is valuable, the salary is unattractive; and the small town must be content with local talent or with a young man who is starting at the bottom and who will move on in a few years. More attractive manager positions could be created by wider use of the authority to form manager unions. It is safe to conclude, however, that the feasibility of the council-manager plan for small municipalities has been demonstrated; now the way is open for further experimentation and advance.

News in Review

State Legislatures Act for More Efficiency

Legislative Planning and Research Gain

WITH 44 state legislatures meeting in 1949, emphasis is being placed on need for further progress in improving legislative procedure and adding to provisions for research and planning for legislation, both during and between sessions. Substantial advance has been made in these respects, especially during the last two years, but much remains to be done.

Various provisions to modernize and strengthen the legislatures and their methods have been recommended to state officials by the Committee on Legislative Processes and Procedures of the Council of State Governments.

In a recently revised edition of *Our State Legislatures,* the committee places increased emphasis on its twelve major suggestions which may be summarized as follows:

1. Remove restrictions on the length of regular sessions so that legislators may have adequate time for their duties. Twenty-six states limit regular sessions.

2. Remove constitutional restrictions on legislators' salaries and pay fixed annual salaries, "sufficient to permit competent persons to serve in the legislature without financial sacrifice."

3. Consider the lengthening and staggering of legislators' terms to "strengthen legislatures by increasing continuity of membership."

4. Appoint skilled and essential full-time legislative employees on the basis of merit and competence. "The tenure of key legislative personnel should be unaffected by changes in party control."

5. Reduce the number of legislative committees through consolidation and reorganization on the basis of subject matter and cooperation between houses.

6. Provide for public hearings on all major bills and publish notice of such hearings well in advance.

7. Provide for legislative councils or interim committees with adequate clerical and research facilities.

8. Review and, where necessary, strengthen legislative reference, research, bill-drafting and statutory revision services.

9. Limit by rule the period of time during a legislative session when new bills may be introduced and provide for the drafting, filing and printing of the bills before the session opens.

10. Review and revise legislative rules "wherever necessary to expedite legislative procedure with due regard for adequate deliberation on measures and fairness to minority parties."

11. Provide for a budget "adequate to meet all probable expenditures during a fiscal period" and consider further centralization of legislative fiscal responsibility.

12. Provide for general, optional or home rule legislation as a substitute for special legislation affecting individual cities.

Legislative Service Conference

Following a report of an interim committee established at a national meeting of representatives of legislative councils, reference bureaus, state libraries and statutory revision agencies in 1947, the Legislative Service Conference was organized at a further

meeting last October, in Chicago. Its chief purpose is "to cooperate for more effective service to the legislatures and to aid in improving legislative processes and procedures." The president of the conference is Howard F. Ohm, chief of the Wisconsin Legislative Reference Library. The Council of State Governments acts as secretariat for the conference.

The Council of State Governments reports that eight states—Arkansas, Minnesota, Ohio, Oklahoma, Utah, Washington, Wisconsin and Wyoming—have created or activated permanent legislative councils since 1946. Twenty-three states now provide such agencies for legislative planning and leadership, to study subjects of importance to the legislature, and serve in an interim capacity between sessions. Usually consisting of members of the legislature, they have power, as a rule, to appoint research staffs, utilize other state and legislative agencies, subpoena witnesses and records, hold hearings, establish subcommittees and recommend legislation to their legislatures.

Legislative reference bureaus have been established in some form in 35 states while several others provide similar services through the state library or state law library. Various reference agencies provide legislatures with research, bill-drafting and statutory revision services.

A number of legislatures have made improvements in other important respects during the last two years. Those of Alabama, Illinois and North Dakota extensively revised their legislative rules. These states, as well as Indiana, New Jersey, Oklahoma and South Carolina, reduced the number of standing committees.

New Jersey's new constitution increased the length of the legislative term and provided for the setting of salaries by statute rather than by constitution. Legislative pay was increased there as in Arkansas, Connecticut, Idaho, Illinois, Massachusetts, Mississippi, New York, Oklahoma and South Dakota. Several states raised the salaries of legislative employees.

Constitutional revision and studies looking to such revisions promise better organization and operation of the legislatures in a number of states, including California, Florida, Kansas, Louisiana, Maine, Minnesota, Oklahoma, South Carolina and Tennessee.

Single Civil Service Head Urged in New York

Governor Thomas E. Dewey proposes that the New York State Department of Civil Service be headed by a single civil service director instead of by the present three-member Civil Service Commission. There would also be a bipartisan board or commission of advisory and quasi-judicial character.

On January 2 Governor Dewey announced appointment of a bipartisan committee to draft legislation for a reorganized civil service department. The committee is headed by J. Edward Conway, president of the present commission, and includes H. Eliot Kaplan, deputy state comptroller and former executive director of the Civil Service Reform Association and the National Civil Service League; A. A. Falk, Democratic member of the present commission; John T. Degraff, counsel of the Civil Service Employees Association; and L. E. Walsh, assistant counsel to the governor.

The Civil Service Reform Association states: "This association fully endorses the enactment of such legislation and heartily compliments Governor Dewey for espousing this very desirable measure for the improvement of the administration of the merit system. It will undoubtedly result in a more satisfac-

tory, efficient and economical administration of state government and attract and hold the services of those who make civil service a career."

Upper Colorado River Compact Signed

Representatives of five states—Arizona, Colorado, New Mexico, Utah and Wyoming—and the federal government have signed the Upper Colorado River Compact, subject to approval of the states' legislatures and of Congress. A commission of five state members and one federal member is specified. The purposes of the compact are to provide for the equitable apportionment of the water of the upper basin, to establish obligations of the interested states as to water deliveries, to remove causes for present or future controversies, and to aid in the development of the region.

Council-Manager Plan Developments

According to reports received by the National Municipal League, 95 cities, counties and other local governments were added in 1948 to the list of those using the council-manager plan, exceeding last year's total of 91—the record year to that time—by four. This brings the world total of council-manager communities up to 893, of which 852 are in the United States, including Alaska and Puerto Rico.

At a special election on January 5 at **Redondo Beach, California,** (population 13,092) a council-manager charter was adopted by a two to one vote. Election of the council by wards is retained.

At a special town meeting on December 16, 1948, the town manager plan was adopted in **Wells, Maine,** by a vote of 317 to 110 (see page 101).

El Cerrito, California, is reported to have adopted the manager plan in 1948; **Shelbyville, Tennessee,** did likewise previously.

At a special town meeting in **Kennebunk, Maine,** on January 5, called on petition of 268 voters to consider repeal of last year's adoption of the town manager plan, the latter was retained by a vote of 410 to 205. Despite rain the town meeting was one of the largest ever held in Kennebunk. The town of **Brunswick** also decided recently by overwhelming vote to retain the manager plan. A special town meeting in **South Berwick** defeated an effort to prevent the manager plan, approved at the regular town meeting last March, from going into effect in March 1949.

In **Lisbon Falls, Maine,** a Community Development Association has been formed and is advocating the town manager plan. Town affairs are now administered by three selectmen, an elected water commission of three members, town clerk, treasurer, road commissioner and fire chief. Lisbon Falls is largely an industrial community.

The Boothbay Region Chamber of Commerce has pledged its support for adoption of the town manager plan in **Boothbay Harbor, Maine.**

A proposed council-manager charter for the city of **Nashua, New Hampshire,** will, if the state legislature approves, be submitted to Nashua voters on October 4, 1949, and, if adopted, go into effect January 1, 1950. It provides for a city council of nine to be elected at large in November. The council would appoint a city manager and choose one of its members as mayor.

The city council of **Keene, New Hampshire,** voted thirteen to two on January 6 to present a council-manager charter to the state legislature for its approval, preliminary to a local referendum in September. The proposed

charter provides for a council of nine members elected at large.

At a public meeting in **Laconia, New Hampshire,** called by the League of Women Voters in December, the city manager plan was discussed and was approved by nearly all present.

A meeting of the **New Hampshire** Municipal Managers' Association was held in Laconia, New Hampshire, on December 21. It was reported that bills for the establishment of the council-manager plan in four New Hampshire cities — **Manchester, Concord** and **Rochester,** as well as **Nashua** —were expected to be introduced in the 1949 session of the legislature. The association now includes ten cities and towns: Keene, Dover, Claremont, Portsmouth, Franklin, Lancaster, Littleton, Meredith, Conway and Newport.

A comprehensive committee report favoring the council-manager plan was approved early in December by the board of directors of the **Barre, Vermont,** Chamber of Commerce. On December 28 the city's board of aldermen voted to appoint a commission to draft a council-manager charter amendment, but on December 30 at a special session the board reversed its action. Such an amendment, if drafted, would require the voters' approval after permissive action by the state legislature.

A board composed of aldermen and citizen representatives in **Rutland, Vermont,** is revising the city's charter along the lines of the *Model City Charter* of the National Municipal League, reports the Rutland *Herald.* The question of adopting the manager plan is expected to be submitted to the voters in March.

A revival of interest in the manager plan is reported in the city of **St. Albans, Vermont,** where such a plan was discarded about twenty years ago as a result of political opposition.

By a referendum vote of 1,569 to 983 the people of **Danvers, Massachusetts,** on January 5 approved the proposal to petition the legislature for legislation authorizing the town manager plan for Danvers, any such legislation to be placed before the voters at the annual election in March. Despite heavy rain one-third of the registered voters participated.

Two members of the **Newburyport, Massachusetts,** city council have expressed themselves as in favor of the council-manager plan.

A bill to authorize the plan in **Ipswich, Massachusetts,** has been introduced in the state legislature.

A special committee appointed at the last annual town meeting in **Agawam, Massachusetts,** is making a study of the town manager plan and has sponsored a public discussion on the subject. It is to make a formal report at the next annual town meeting in February.

A special committee of the **Marblehead, Massachusetts,** board of selectmen has reported against the town manager plan.

A final report of the Committee on Reorganization of Town Government in **Stoneham, Massachusetts,** unanimously advocates the town manager plan in conjunction with town meeting government.

By a four to one vote on December 20 the **Brookline, Massachusetts,** board of selectmen rejected a suggestion that the annual town meeting in March vote on appointment of a committee to consider petitioning the state legislature for special legislation providing a town manager plan for Brookline.

The **Cambridge, Massachusetts,** Civic Association, mindful of long deadlocks over selection of the mayor by the city council, favors a bill before the state legislature providing that if the council fails to select one of its mem-

bers as mayor after two weeks, or 50 ballots, whichever occurs first, the councilman who was first declared elected in the proportional representation electoral count would become mayor.

A bill to authorize town manager government for **Jamestown, Rhode Island,** was introduced on January 6 in the state legislature by the town's representative. A few days later the town's council formally requested its passage. An identical measure introduced last year, following approval of the plan by a one-vote margin at a local election, passed the senate but died in the house.

The **East Providence, Rhode Island,** town government study committee has recommended continuation of town government, with councilmen elected by districts, and appointment of a town manager or administrator.

A town manager committee is investigating the feasibility of that plan for **North Kingston, Rhode Island.**

At a special town meeting in **East Hampton, Connecticut,** in December, a fifteen-member committee was appointed to study the question of adopting the town manager plan.

The **East Hartford, Connecticut,** League of Women Voters is sponsoring a charter amendment for the town manager plan.

The League of Women Voters of **Geneva, New York,** is studying the council-manager plan.

Mayor Charles A. Earl of **Oneida, New York,** recommended in his New Year's message to the commission council that a full-time city manager be employed and that the mayor and council receive no compensation. He suggested that a committee be appointed to study various city manager types of government.

Mayor William Huck of **Bloomfield, New Jersey,** has declared that either the manager plan or a strong-mayor type of government should be adopted in that city.

The draft of a bill to enable **Columbia, South Carolina,** to adopt the council-manager plan has been approved for submission to the legislature by the steering committee of the City Manager Adoption Committee.

The town council of **North Miami, Florida,** has adopted a resolution favoring the council-manager plan. The North Miami Civic League has appointed a committee to study the plan.

In **Ann Arbor, Michigan,** a Citizens Committee for Charter Revision has been organized on a permanent basis and is planning to present the question of charter revision to the voters, probably in November 1949.

A committee has been appointed in **Monroe, Wisconsin,** for the purpose of drafting a referendum proposal for council-manager government to be voted on at the spring election. The committee was formed as a result of a meeting of representatives of the Chamber of Commerce, Kiwanis Club, Farm Bureau and other civic organizations.

The city council of **Athens, Tennessee,** on December 23 approved the principle of council-manager government. Three months ago it had directed the city attorney to make a study of the plan. Mayor Rhea Hammer is also reported in favor of it. The Chamber of Commerce recently supported the idea overwhelmingly after receiving a favorable report of its legislative committee and the American Legion has also gone on record as favoring it.

The **Memphis, Tennessee,** *Press-Scimitar* reports that it has received many inquiries about the council-manager plan and how it could be obtained for Memphis. It has announced that a uniform city manager charter is

available for Tennessee cities if the voters decide in its favor, and that a petition signed by a number of voters equal to 20 per cent of the votes cast at the last general election could force a popular vote on the manager plan.

Renewed interest in the manager plan is reported in **Mankato, Minnesota,** despite two defeats over a period of years.

A proposed amendment to the charter of **Bemidji, Minnesota,** for establishment of the council-manager plan, failed to receive the necessary 60 per cent of the votes, although it received a majority—881 to 761.

Voters of **Beatrice, Nebraska,** are to elect delegates to a home rule charter convention. The Junior Chamber of Commerce has asked Dr. A. C. Breckenridge of the University of Nebraska to make a study to help voters decide which form of government they want — council-manager, mayor-council or commission.

The Chamber of Commerce of **Wellington, Kansas,** is studying the manager plan, with a possibility that the question of its adoption will be put to popular vote at the city election in April.

Colorado City, Texas, reported last month as adopting the manager plan, did so by a vote of 449 to 133 at the municipal election on December 3. The new charter increases the city council from five to seven members.

A charter revision committee has been appointed by Mayor James E. Cunningham of **San Bernardino, California;** it will investigate the feasibility of the manager plan.

Mayor Hollis Smith of **Dallas, Oregon,** in his annual message to the city council, urged a study of the manager plan.

Meridian Celebrates Manager Plan Installation

Installation of council-manager government in Meridian—the first city in Mississippi to adopt the plan — was made a gala occasion on January 3. A parade, witnessed by a crowd said by the chief of police to be the largest in the city's history, was followed by inauguration of the new city council, which then held an organizational meeting and appointed the city manager. A "Banquet of Smiles" was started at 6 P.M. with the singing of "Happy Days Are Here Again." In the evening Walter J. Millard, who had come from Cincinnati for the occasion, spoke at the Junior College auditorium concerning Meridian's new plan of government.

Plans Afoot for Detroit Charter Changes

In Detroit, Michigan, the Mayor's Charter Study Committee has submitted recommendations for charter changes to the city council, which must act on them by February 3 if they are to go on the April 4 election ballot.

The recommendations include four-year instead of two-year terms for mayor, city clerk and treasurer, with retention of the nonpartisan ballot; creation of a department of administration, with a director appointed by the mayor and with division heads for budgetary, purchasing, accounting, motor transportation, public building maintenance and office service matters; increase in councilmen's salaries from $5,000 to $10,000 a year; and relieving the mayor of all responsibility for actions of the board of street railway commissioners—members of the latter, now unpaid, to receive $10,000 a year, with $5,000 extra for the chairman.

Recent Attacks On Blighted Areas

Among new efforts on the part of large cities to clear slums and build better neighborhoods, the American Municipal Association reports that Los Angeles is undertaking a program to condemn and purchase blighted areas, clear the land and turn it over to private enterprise for development. In preparation for the program, city planning officials made a study of 70 square miles in the heart of the city, reporting findings on slum conditions, crime, juvenile delinquency, municipal costs and tax receipts.

The Michigan Supreme Court recently dismissed an injunction brought by Detroit property owners challenging municipal authority to clear one of the worst slum areas in the city. The city plans to condemn the section, clear the land gradually, replot it to provide for adequate parks and other recreational facilities, and resell to private bidders.

A Missouri circuit court removed the only legal obstacle to construction of additional low-rent housing by the St. Louis housing authority when it upheld the tax-exempt status of the authority.

Minneapolis' first blighted area survey has attempted to establish a precise "livability" index. City health inspectors graded average, above average and substandard homes on plumbing facilities, crowding, presence of rats and other living conditions in determining the index.

Toledo's newly created slum rehabilitation board will coordinate activities of the various municipal agencies in the city's blighted areas and will deal with problems which arise during a current inspection drive to bring substandard housing areas in line with existing sanitation and safety regulations.

As noted last month (page 41), New Orleans is now empowered to contract with urban redevelopment corporations for slum elimination.

Municipal Housing Policy Proposed by AMA

As one important aspect of a "national municipal policy" fostered by the American Municipal Association[1] —the home-rule features of which, as approved at the AMA convention, were given in last month's issue (page 40)—the following statement on municipal responsibilities concerning housing was adopted at the convention:

"Municipalities are vitally concerned about the housing needs of their citizens. To date those needs have not been adequately met. Inadequate housing creates additional municipal problems and increases municipal expenditures.

"We believe a solution can be found within the framework of our democratic institutions. The responsibility of the municipality in that solution lies:

"1. In adequate planning of our cities and neighborhoods.

"2. Through urban redevelopment statutes including exercise of power of eminent domain to assist in acquiring proper sites and regulations for construction of adequate housing.

"3. In the elimination of slums after provision has been made for rehousing occupants of the slums.

"4. In doing our reasonable share by way of subsidies or otherwise to make such housing possible.

"5. That the American Municipal Association urge federal and state governments to undertake an intelligent and complete program of housing, in-

(Continued on page 94)

[1]See the REVIEW, September 1948, page 435.

County and Township . . . . Edited by Elwyn A. Mauck

County-State-Federal Research Continues

Citizen Group Stresses Eleven-point Program

THE Henry County, Indiana, Council on Intergovernmental Relations is functioning as a local citizens' committee although the funds originally provided by the Spelman Foundation are now exhausted. It will continue to study local, state and federal government operations within the community and to suggest possible improvements in governmental organization and procedures.[1] Its dual purpose is to raise the stature of local government and secure smoother coordination among all units of government at the community level.

The program of the council includes:

(1) Home rule and general enabling legislation to replace present special legislation;

(2) More pre-induction and on the job training for public officials;

(3) New methods of revenue-sharing among the three levels of government as a substitute for centralization;

(4) Stronger county administrative and legislative bodies;

(5) Improved procedures in the revenue system;

(6) One-stop public service centers based on major functions irrespective of the level of government providing the service;

(7) Coordination of commissions of all units of government and rotation of administrative employees among the several levels of government;

(8) New courses in schools emphasizing the importance of local government;

(9) The county planning commission to serve as coordinator of all public services in the community;

(10) Better understanding and wider participation on the part of all citizens in their local governments;

(11) Encouraging research and discussion on all problems affecting government in the community.

[1]See "What Is There to Coordinate?", by Clifford F. Payne, the REVIEW, April 1947, page 194.

City-County Consolidation in Philadelphia, Pittsburgh

The Joint State Government Commission of the Pennsylvania state legislature has received a recommendation for a constitutional amendment that would effect complete consolidation of city and county governments in Philadelphia. Various groups testifying before the commission approached the problem from different points of view, but all agreed on the necessity for city-county consolidation and additional home rule for the new unit. Republican, Democratic and civic leaders are giving their support to the movement.

Some of the proposals presented to the commission include:

(1) Consolidation of the offices of receiver of taxes and city treasurer;

(2) Consolidation of the offices of recorder of deeds and register of wills;

(3) Consolidation of the offices of coroner and sheriff;

(4) Consolidation of the offices of clerk of quarter sessions court, clerk of municipal court, clerk of orphans court and the prothonotary;

(5) Consolidation of the registration commission and the county commissioners.

One witness appearing before the

joint commission pointed out, "It is ridiculous for a great city like Philadelphia to have to run to the legislature every time it wants to raise councilmen's salaries." He favored legislative implementation of a 1922 constitutional amendment giving Philadelphia the right to draft its own charter.

A consolidation amendment was one of the major recommendations in the final report of the Philadelphia Committee of Fifteen, in which the committee summarizes its thirteen months' investigation of city departments.

The proposed constitutional amendment must be approved by two successive sessions of the legislature and then secure final approval of the voters.

A consolidated government for Allegheny County, Pittsburgh and numerous smaller units within the county is also being discussed as the Pennsylvania legislative session opens. Such a plan was defeated in 1929 at the polls by a narrow margin. It was revived in 1939 but no action was taken. The 1939 proposal suggested a federation in which local units would continue to have charge of purely local functions, with through streets and other matters affecting the entire areas undertaken by a greater Pittsburgh government.

City-County Cooperation Grows in North Carolina

Stanly County, North Carolina, and the city of Albemarle have entered a joint agreement to solve their problem of fire protection throughout the county. The county has purchased a new fire truck and will employ two full-time fire-fighters. This equipment and personnel will be integrated into the Albemarle city fire system, and the county will share the cost of repairs, fuel and operation of the truck.

Guilford County, North Carolina, and the cities of Greensboro and High Point are planning establishment of a consolidated health department with eventual complete transfer of financial responsibility to the county. The proposed legislation would establish a governing board of seven members consisting of the chairman of the county board, two persons recommended by the county commissioners and two recommended by each of the two city councils.

Jackson County Manager Proposal Defeated at Polls

Voters in Jackson County, Missouri, famed as the home of President Truman and containing Kansas City, have turned thumbs down on a proposed manager plan charter, 33,649 to 20,673, at a special election January 11. The total vote cast was only a fourth of those registered and some 1,300 less than the 61,345 names signed to petitions in 1947 asking appointment of a charter drafting committee.

There are several reasons for defeat: (1) Never given too strong a chance for passage, possibility of adoption became zero when election day brought with it one of the worst ice and sleet storms the middle west has ever had. Greatest opposing majorities came from Kansas City districts where the "deliverable" vote is located while the vote in pro-charter districts was light.

(2) The commission lacked unanimity. Two members refused to sign the new charter. Differences were aired in public, creating doubts for the voter and providing ammunition for the opposition.

(3) The time sequence was bad. Appointed on January 19, 1948, the commission submitted its document December 9, placing the election, according to constitutional requirements, between January 9 and 19. Campaign-

ing was restricted to a short period after the holidays.

(4) The enthusiasm and wide organization participation of the 1947 petition drive had been dissipated. The charter campaign was limited to a few civic groups and the Kansas City *Star*.

Since the constitution prohibits further action for at least two years, Jackson County will continue to be governed by antiquated organization and procedures.

ROBERT A. MCGRATH, *Director*
Kansas City Civic Research Institute

Texas Group Advocates Additional County Home Rule

A recent meeting of the Dallas County Citizens Association recently expressed itself in favor of a new county home rule amendment for Texas. The present provision, adopted in 1933, permits counties with populations of 62,000 and above to draft and adopt their own charters, but charters drafted by smaller counties must secure approval by a two-thirds vote in the state legislature. A favorable referendum vote must then be secured in both the incorporated and the unincorporated areas. The current proposal would simplify and liberalize the constitution by permitting all counties of 10,000 population and more to draft their own charters.

CITY, STATE AND NATION

(Continued from page 91)

cluding provision for research into lower cost production techniques, using to the fullest extent the machinery of private enterprise, and using federal credit for extension of mortgage loans and reducing interest payments, thereby expanding opportunities for private ownership.

"6. We urge the 81st Congress to immediately pass housing legislation similar to the original TEW bill to begin again the basic urban task of our nation's slum clearance. We feel that this legislation should provide sufficient funds for long-term federal loans and subsidy contracts for slum clearance and construction of low-rent public housing for low-income groups including the construction of permanent low-rent housing projects to replace temporary war and veterans housing projects.

"We urge legislation to permit completion of previously authorized war-frozen housing projects by granting additional loans and raising per room limits in accordance with inflation trends.

"7. That any federal action for disposal of temporary wartime housing should be carried out only after mutual understanding with local officials of the community where such units are situated, and that none of the temporary housing ever be sold to private interests except for the purpose of demolition."

Mayors Convene at Washington in March

The United States Conference of Mayors holds its 1949 annual meeting at the Statler Hotel in Washington, March 21-23.

Fellowships in Public Administration at Harvard

The Graduate School of Public Administration of Harvard University announces the prospective award of a limited number of fellowships for persons who seek further training for governmental work—the Lucius N. Littauer fellowships for those who have already had some experience in public service and administration fellowships for recent college graduates intending to enter the public service. Applications are accepted up to April 1 at 118 Littauer Center, Cambridge 38, Massachusetts.

Proportional Representation . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

Two Irish Counties Hold P. R. Elections

Government Coalition Is Strong in Dublin and Kerry

THE counties of Dublin and Kerry elected county councils by P. R. on October 6. These were the first elections in Eire since the general election of February 1948.[1]

County Dublin was divided into five areas, choosing respectively five, four, three, five and eight members of the council of 25. Of the eligible voters 46.6 per cent voted and only 0.9 per cent of the ballots cast were invalid.

In County Kerry there were four constituencies, three returning six members and the other returning eight, for a total of 26. Seventy per cent of the eligible voters participated and only 1 per cent of the ballots cast were invalid.

In each district the election is by the Hare system of P. R. In Dublin the districting and apportionment among districts interfered somewhat with the complete proportionality of the results. The quota of votes needed to elect a candidate varied from 904 in one district to 1,515 in another. In Kerry the apportionment was more fortunate, the quota varying from 1,383 to 1,832.

In both elections the results in terms of seats obtained by candidates of various parties followed generally the distribution of first choice votes, as will be seen from the following tabulation:

[1]See the REVIEW, March 1948, page 169.

DUBLIN COUNTY COUNCIL[a]

Party	*First Choice Votes*	*Seats*
Fine Gael	13,023(35%)	10(40%)
Fianna Fail	12,302(34%)	9(36%)
Labour	4,280(12%)	2(8%)
Clann-na-Poblachta	3,740(10%)	2(8%)
Ratepayers	1,152(3%)	1(4%)
Independents	1,691(5%)	1(4%)

KERRY COUNTY COUNCIL[a]

Fianna Fail	16,477(32%)	10(38%)
Fine Gael	11,102(22%)	5(19%)
Clann-na-Poblachta	7,080(14%)	4(15%)
Clann-na-Talmhan	6,320(12%)	3(12%)
National Labour	3,398(7%)	1(4%)
Independent Republican	2,362(4%)	1(4%)
Labour	1,509(3%)	— —
Independents	2,936(6%)	2(8%)

[a]Figures supplied by Alderman John Fitzgerald, secretary of the British Proportional Representation Society.

A comparison of these results with those of the last general election in the corresponding districts, prepared by the British Proportional Representation Society, leads to the conclusion that there has been little change in political preferences; that the claims of the Fianna Fail party, which ruled Eire for many years under Mr. De Valera, that establishment of a coalition of all the other parties led by Fine Gael after the general election would be followed by a change of sentiment against the coalition, seem to have been unfounded. In this connection the views of an election day article in the *Irish Times,* as follows, are of interest:

P. R. has gone far to get rid of any necessity for party managers to seek for pre-election agreements. By an automatic process it sets each minority party free to select, and seek support of, its own candidates, while they are also free to recommend that preferences should be given to candidates who, for various reasons, wish to give their support to the principles and institutions of interparty government. In other words, P. R. sets every constituent party free to advocate its own views within a broad and flexible framework of common aims and major purposes.

Above all else, P. R. goes a long way to discourage the tendency to reach agreements "behind the scenes," and thereby to ensure that electors may enjoy the greatest possible measure of freedom to record their preferences without undue regard to the influence of party managers and conclaves.

The Proportional Representation Society study of last February's election revealed an unusual situation. Clann-na-Poblachta, the party obtaining the second largest number of first preferences in each of the districts into which Kerry County was divided, obtained no seats, while four seats went to candidates of smaller groups.

Only seven were to be elected, three from one district and four from another, and the party's first choices, amounting to 18 per cent of the poll, could only have elected one member unaided even if the whole county had been one district. These votes were almost evenly divided between the districts, being therefore substantially less than a quota in each case.

On the successive transfers of the ballots of the lowest candidates according to subsequent preferences marked on them, not enough of them went t the four Clann-na-Poblachta cand dates to bring any of them up to th quota, while other candidates did re ceive sufficient independent suppor to win.

This result emphasizes the fact tha first choices do not tell the whol story under P. R. and that the mor significant final standing, which show the preferences of the voters amon the candidates with a chance o election, may bring surprises.

Private Groups Using P. R.

A wide range of private groups an associations in this country and abroad notably the faculties and studen bodies of a number of colleges an universities, have made use of P. R for their own elections. A collectio of recent reports shows a lively cor temporary interest in applying im proved election methods in the fiel of private associations.

The American Veterans' Committe adopted P. R. for future elections a its national convention last fall. A number of local units of the organi zation had used the plan previously

From East Central State College a Ada, Oklahoma, Acting Presiden Charles F. Spencer writes:

> You will probably be intereste to know that we have recently se up a faculty senate here in the co lege to pass on matters of polic relating to the college, and that th faculty senate has been elected b the Hare system of proportiona representation. This system election has produced a very fi faculty senate.

Mr. Spencer, a former mayor of th city of Ada, enclosed a copy of th result sheet, showing the election seven from a field of fourteen cand

dates on a poll of 82 valid ballots (and three invalid).

In 1948 faculty and students elected the officers and council of the Hood College Cooperative Government Association by the Hare system of P. R. Vassar College has been using the system for student elections for a number of years.

Mount Holyoke College has used the Hare system of P. R. for many years for the election of faculty committees. Smith College has made a similar use of the system. A recent communication from the Alumnae Association of Smith College states that the system is still in use for electing alumnae trustees. In recent years P. R. has been introduced for elections at William Penn College, Oskaloosa, Iowa.

Antioch College, at Yellow Springs, Ohio, has used P. R. for many years in the college community organization, which includes faculty as well as students. It is combined there with a system of weighted voting, with more votes for those who have been at the college longer.

Most of the colleges and universities in New York City make some use of P. R. for faculty or student elections or both.

During the Christmas holidays the Pennsylvania State Education Association, representing most of the public school teachers of the state, elected its committees by P. R. at the annual session of the House of Delegates in Harrisburg, as it has for some 25 years past. The president is elected by the corresponding Hare system of majority preferential voting. The Philadelphia delegates in the House of Delegates are themselves chosen by P. R.

The Hare system of P. R. is also used by many private associations in other English-speaking countries. The Royal Arsenal Cooperative Society of Great Britain elects its general committee of seven members in that manner.

At a general meeting of P. R. supporters in Sydney, Australia, on September 27, 1948, a report was given on the election by P. R. of two wardens and a committee of seven by the Irish National Association in that locality and also on another election by the Hare system at the Bank Officers' Club.

The Proportional Representation League

Ever since 1893 the movement for P. R. in this country has found expression and leadership in the Proportional Representation League. Since 1932 the League has been operating as a part of the National Municipal League, with this department, successor to the *Proportional Representation Review,* as its mouthpiece. The P. R. League maintains its separate corporate existence, however, and holds a meeting once a year at the time and place of the National Municipal League convention.

Any member of the National Municipal League may be enrolled without extra dues as a voting member of the P. R. League simply by sending in a request to be so considered to Elsie S. Parker, the League's treasurer and assistant secretary, at the National Municipal League's office, 299 Broadway, New York 7, N. Y.

The present roster of the P. R. League's officers is as follows:

President: Albert D. Cash, mayor of Cincinnati

Vice-Presidents: Thomas Raeburn White, Philadelphia, Mrs. Alice Thacher Post, Washington, D. C.

Honorary Secretary: C. G. Hoag, Haverford, Pa.

Executive Secretary: George H. Hallett, Jr., secretary of the New York Citizens Union and associate secretary of the National Municipal League

Field Secretary: Walter J. Millard, Cincinnati

Treasurer and Assistant Secretary: Elsie S. Parker, assistant editor of the National Municipal Review

Trustees: Mr. Cash, Mr. White, Mr. Hoag and

Richard S. Childs, chairman of the Council of the National Municipal League and chairman of the New York Citizens Union

U. S. Senator Paul H. Douglas, Chicago

C. A. Dykstra, chancellor of the University of California at Los Angeles, former president of the University of Wisconsin and former city manager of Cincinnati

J. Henry Scattergood, former commissioner of Indian Affairs of the U. S. Department of the Interior, Villa Nova, Pa.

Advisory Council: The trustees and

Albert S. Bard, New York

Ex-Governor Robert P. Bass, Peterboro, N. H.

Harold S. Buttenheim, editor of *The American City*, Madison, N. J.

Rev. Edward Dowling, S. J., *The Queen's Work*, St. Louis

Harold W. Dodds, president of Princeton University, Princeton, N. J.

Ex-Governor Charles Edison, president of the National Municipal League, West Orange, N. J.

Oliver T. Erickson, Seattle, Wash.

Professor Charles G. Fenwick, Bryn Mawr College, Bryn Mawr, Pa.

Cyrus J. Fitton, Hamilton, Ohio

Mrs. George Gellhorn, St. Louis, Mo.

Col. Julian S. Hearne, Jr., Arlington, Va.

William Hoag, Boston

Professor Arthur N. Holcombe, Harvard University, Cambridge, Mass.

Lewis C. Hunter, San Francisco

Lewis Jerome Johnson, professor emeritus, Harvard University, Cambridge, Mass.

Judge William C. Keough, Clevelan

Cameron H. King, San Francisco

Congressman Clarence F. Lea, Santa Rosa, Calif.

Samuel McCune Lindsay, professor emeritus, Columbia University, New York

Ex-congressman Herbert Pell, former minister to Portugal and Hungary Hopewell Junction, N. Y.

Ex-Senator George Wharton Pepper Philadelphia

Professor Charles H. Porter, Massachusetts Institute of Technology Cambridge, Mass.

A. Philip Randolph, president of the International Brotherhood of Sleeping Car Porters, New York

Thomas H. Reed, Wethersfield Conn.

Oxie Reichler, editor of the *Herald Statesman*, Yonkers, N. Y.

Mrs. Raymond Robins, Washington D. C.

William Jay Schieffelin, New York

Ex-mayor Murray Seasongood of Cincinnati

Ex-judge Samuel Seabury, New York

Henry L. Shattuck, chairman of the Municipal Research Bureau, Boston

Miss Belle Sherwin, former president of the National League of Women Voters, Willoughby, Ohio

City Councilman Charles P. Taft president of the Federal Council of the Churches of Christ in America, Cincinnati

Carl D. Thompson, director of the Public Ownership League of America Chicago

Lent D. Upson, dean of the School of Public Affairs, Wayne University Detroit

Charles H. Woodward, Philadelphia

Taxation and Finance . . . . *Edited by Wade S. Smith*

State-Local Debt Rises in 1948

Census Study Shows 25 Per Cent State Increase in Year

AS might be expected in view of large scale borrowing for post-war public improvements and issuance of state bonds for soldiers' bonuses, state and local public debt rose sharply during the fiscal year ended June 30, 1948. According to a summary of governmental debt recently published by the Bureau of the Census[1] state debt rose 25 per cent during the year, while local debt increased 8 per cent.

State and local debt had reached its peak in 1940. State debt declined nearly a third to 1946, but with last year's additions was up at June 30, 1948, to nearly 6 per cent above 1940. Local debt, on the other hand, dropped less sharply and for 1948 was still below 1940. The local debt decrease, 1940-46, was 19 per cent, while the 1948 figure was 10 per cent below 1940. The bureau's estimates for state, local and combined state-local debt from 1940 are summarized in the accompanying table.

Gross Debt of State & Local Governments
(Amounts in millions)

June 30	*State*	*Local*	*State-Local*
1940	$3,526	$16,720	$20,209
1942	3,211	16,479	19,642
1944	2,768	14,703	17,426
1945	2,425	14,164	16,552
1946	2,358	13,564	15,887
1947	2,978	13,847	16,795
1948	3,722	14,980	18,644

[1] *Summary of Governmental Debt in* 1948. Bureau of the Census, Washington, D. C., December 1948.

The gross debt figures, it is to be noted, include debt incurred for public service enterprises, such as that of self-supporting city water, light and transit systems, toll bridges and highways, etc. Of the local debt, 59.1 per cent was the obligation of cities and towns, 10.4 per cent was school district debt (in some jurisdictions, of course, school debt is a city rather than a special district obligation, so this figure does not indicate the proportion of the total incurred for schools), 9.4 per cent was county debt, and the remaining 19.2 per cent was special district debt (other than school districts).

U. S. Refuses to Withhold City Income Tax

Tax reciprocity does not extend to the federal government's withholding a city income tax on federal employees employed in the city, the Comptroller General of the United States has held. Ruling in the case of the city of Louisville, which enacted an income tax ordinance requiring any governmental body or agency to withhold the tax from its employees, the federal official ruled that the withholding would be an unconstitutional burden on the federal government in the exercise of its functions. Previously, he had refused on the same ground to withhold a state income tax levied on federal employees.

Although the federal government will not withhold state and local income taxes, it continues to exchange information on taxable income with the state and local units. According to a Bureau of the Budget circular (No. A-38), there were at the close of 1948 some 30 states and seven other units

to which the federal government was providing information similar to that other employers provide to the federal government on the well known Form W-2.

The seven special units were the District of Columbia, the Territory of Hawaii, and the cities of Louisville, St. Louis, Springfield (Ohio), Toledo and Philadelphia. Any state or local government levying an income tax may on request receive the information on federal employees subject to the levy.

States Save on Auto Plates

The war-born experiment of using auto license plates for more than a single year to save steel is being continued in peacetime to save both steel and money.

In New York State drivers will continue in 1949 to use their 1948 plates, but will attach to the rear plate a small tab bearing the numerals for the new year. Serial numbers stamped on the tabs will be reproduced on the 1949 registration forms, to provide a check for law enforcement. It is expected that about 2,500 tons of steel will be saved by the device.

Beginning in 1950 Oregon motorists will receive aluminum plates with a life expectancy of five years. After the first year of use lost or damaged plates will be replaced without charge, but when a vehicle is sold new plates must be secured.

Issuance of permanent plates is expected to save the state about $200,000 annually. The secretary of state will ask the 1949 legislature to authorize him to stagger the issuance of the plates over a twelve-month period, reports the Federation of Tax Administrators.

Mayors Urge Federal Aid for Cities

Housing, schools and highway improvements were selected by the United States Conference of Mayors as the most important subjects for action by the 81st Congress when conference representatives in December presented to President Truman their recommendations for federal aid.

Three of the five specific recommendations dealt with housing. Requested were 800,000 public housing units, at an estimated cost per room of $2,600. The dormant Taft-Ellender-Wagner bill had provided for 500,000 units. The conference also asked that the mortgage limit per unit financed by the Federal Housing Administration be raised to $9,500 from the present $8,100, and that rent controls be continued until the housing shortage is relieved.

Expansion of a federal school aid program was also recommended, with special emphasis on aid for construction of school buildings in urban localities. Finally, it was asked that half the federal aid highway funds be earmarked for city projects instead of the present one-fourth.

Televiewers May Pay Admissions Tax

Patrons of night spots may soon be paying an admissions tax to get a look at the television screen, according to the Municipal Finance Officers Association.

A recent Kentucky revenue department regulation requires that operators providing television entertainment pay the regular state admission tax if admission fees of more than ten cents are charged.

If television is used for entertainment in clubs that have minimum charges the operators are also affected

(Continued on page 112)

Citizen Action . . . . . *Edited by Elsie S. Parker*

Self Government in Maine

Wells Yells, Ponders, Votes in Town Manager

EDITOR'S NOTE.—The article below, by Ernest Tidyman, on a town meeting held in Wells, Maine, December 16, appeared in the Portsmouth, New Hampshire, *Herald* of December 17.

TWO men came on crutches, three teen-agers set up a stand in the hall to sell raffle tickets on a pressure cooker and Wells Town Clerk Alma L. Parker nervously fingered the town warrant as she commented, "I've never seen so many people in my life."

It was a special town meeting that drew the aggregation through the start of a snowstorm to dangerously crowded and uncomfortably hot Wells town hall.

The main attraction was a proposal to institute the town manager system of municipal government in the much divided, politically hectic Maine community.

"What time is it," Mrs. Parker asked druggist Herbert Farley, one of four individuals on the stage of the town hall into which 600 persons had jammed.

"You've got half a minute," he said and the Reverend W. J. McCullough of the First and Second Congregational churches hovered in the wings. The minister then opened the session with a prayer.

Mrs. Parker borrowed Mr. Farley's watch, was cautioned "don't drop it," and got up to read the controversial, twelve article warrant.

First came the appointment of a moderator and scattered applause followed the written ballot selection of Roby P. Littlefield. . . .

He announced meeting rules and said, "We'll have to have it quiet. I know its hard for you people standing, but be as quiet as possible and don't interrupt the speakers."

"There are many people standing all the way out in the street," said Walter E. Hatch, chairman of the committee appointed at the regular town meeting last March to investigate systems of municipal government. "May I suggest adjourning to the high school?"

A counter-proposal that the standing spectators move down the side aisles and one in the center won physical approval when the group surged toward the stage and completely congested the auditorium.

Richard E. Farnsworth, secretary of Mr. Hatch's committee, won the floor and read from a piece of paper in his hand a motion that if the manager plan is approved the man hired for the job must not be a resident or taxpayer of Wells and that the vote be taken by written ballot.

Both eventually won approval.

Debate Limited

Clark Newcomb, also armed with a piece of paper, took the floor and proposed that all debates be limited to five minutes per person "with no exceptions."

The motion was carried by a hand vote.

He then suggested that voting be done on "yes or no" ballots and with the town checklist.

That, too, was approved.

Then Mr. Hatch explained that he wasn't sure whether the special committee ever did function, but that he had a report from it, anyhow.

He read the report over protest.

He said if the town manager sys-

tem is approved, it should be done under an enabling act so that it can be changed with a vote at a town meeting.

"I'd like to ask if this is a report," said Mr. Newcomb. Mr. Littlefield banged the gavel and Mr. Hatch said he thought so.

"I'm not sure at all," said Mr. Hatch, who came to the meeting on crutches.

A hand vote of approval backed Mr. Hatch's intention of reading his notes.

The town manager couldn't administer any of the tax money from Ogunquit, Mr. Hatch explained, because it is an incorporated village. And Ogunquit, one of the six separate community elements that make up the township, paid in 46 per cent of the taxes in 1947, he said.

A Loud Protest

He had just finished the report when Raymond Brewster, connected with the town as an official with 40 years service prior to his retirement, got up to decry, "This is the first time I ever saw anything so cut and dried in Wells.

"There are times when you can't limit debate to five minutes," he continued. "I don't know who these fellows are, they must be new, but it seems they came here all cut and dried.

"You know I've never lied to you or doubled-crossed you. You even elected me, a Democrat, to the state legislature from Wells. Something's being railroaded."

There was an organization working at the meeting, he charged, and "I don't think it's fair."

Special committeeman Farnsworth shouted "maybe there is an organization, but perhaps we beat him (Mr. Brewster) to the punch."

Loud cheers shook the hall and Mr. Littlefield banged the gavel.

"Did you vote for the motion limiting the debate to five minutes," the harried moderator asked Mr. Brewster.

"I can't remember," said Mr. Brewster.

The issue was passed.

An unidentified speaker took the floor to announce "I've been a taxpayer in Wells 50 years and I oppose the town manager because the fixed charges are too high."

(Fixed charges include the money directed for spending by the town voters and can not be touched by the town manager. For example, if the voters direct $1,000 to be used in repairing a certain road, then $1,000 must be used, no more no less.)

Out of $300,000 in money to be spent, he contended, only $53,000 would be left for the town manager to work with.

"I'm against it," he maintained.

But Kenneth Moulton—he, too, armed with little slips of paper—argued that "if $53,000 is spent right we can get a lot for it."

Mr. Newcomb, however, thereupon brought the main element of friction into the discussion by attacking those who had alluded to "carpet-baggers" and "new folks trying to run the town."

Let's Have Action

"I haven't lived here 25 years," he admonished, "but I didn't think that made any difference in your citizenship. I'd offer, if I didn't have principles, to take myself out of public life if you'll cut my taxes accordingly.

"It's simple arithmetic. In Wells we spend $260 per road mile for snow removal and in Kennebunk, just five miles down the road, they pay $130 a mile."

An unidentified young man in the back of the stuffy auditorium got up on a bench and calmly voiced his annoyance with the proverbial town meeting debate.

"Instead of all this talk," he said,

I think we ought to have a vote and uit the horsing around."

A motion to that effect was carried, Ir. Littlefield ripped the paper cover- g off a table on the stage so that it ould be torn up for use as ballots and 27 persons trooped to the stage to xercise a foremost right in their mocratic way of life. Mr. Newcomb nd his friends simultaneously began rculating ballots marked yes while lectman James E. Brewster and veral friends circulated ballots arked no.

The town manager system?

Oh, that went over 317 to 110 and es into effect next March, the man- er to get a salary not exceeding 600.

---

egislative Sessions ive Citizens Pause

Forty-four state legislatures are eeting this year and in most of them itizen groups have been laying plans r possible solution to many prob- ns, both state and local.

"The heart of democracy is in the gislative function," quotes the **Civic ederation of Chicago** in its December ulletin describing "How the Illinois egislature Operates—Its Vital Re- tion to Citizens." The story gives "concise explanation of the process which our state laws are enacted d the points during the legislative story of a bill at which citizen action effective."

The federation plans to cover this ar's legislative sessions and thus "be repared to give timely information citizens and answer questions usual- asked of us by many legislators as effects of pending legislation." ulletins will report on bills introduced, mmittee hearings and the progress legislation on administration, fi- nce and taxation.

In **New York City the Citizens Union**, whose secretary covers state legislative sessions, has issued a report on an ambitious program including reforms in legislative procedure and election law, more state aid for schools and libraries, housing program, city taxes and borrowing powers, state planning, constitutional initiative, re-apportionment, court changes, county improvement, and many others.

Cincinnati—as well as other Ohio cities—is in desperate need of legislation to enable it to take constructive action on urban redevelopment, housing, metropolitan cooperation, says the **Cincinnati City Charter Committee's** *News Letter*. Legislation also should be enacted, says the committee, to extend the state's policy on highway construction and to provide more equitable distribution of state-collected taxes for local government purposes.

The board of directors of the **Hamilton County Good Government League** (Cincinnati) has made twelve legislative recommendations to Ohio's Governor Lausche. They cover revision of election laws including provision for a central count of ballots under supervision of local boards of elections, repeal of restrictions on use of the initiative and referendum, reduction of the 65 per cent requirement for passage of bond measures, use of a Massachusetts-type ballot for state and county elections, and revision of the state tax structure.

Huge problems face the 1949 Oregon legislature according to the *Oregon Voter*. A serious problem has been made by adoption of the so-called Joe Dunn old age pension act at the polls in November and the failure of the voters also to approve another initiative measure calling for transfer of funds to meet the huge state deficit it creates. Financing a state highway program, as well as increasing costs of higher education and of state-sup-

ported institutions, poses another problem for the legislature, says the *Voter*.

The **Seattle Municipal League** plans to work for passage of a bill enabling King and other counties to establish park boards. Another legislative proposal which it has endorsed would permit school districts to cooperate with cities and counties in providing recreation facilities.

The **Minnesota Taxpayers Association** plans to issue bulletins "reporting on all bills introduced dealing in any way with taxation." They will go to legislators and the press as well as to members and others requesting them.

Solutions to basic problems are on the legislative agenda of leagues of women voters. The **Illinois league** asks, "What are the chances on the calling of a constitutional convention?" "What will the strategy be?" The league's *Illinois Voter* lists nine statewide organizations which have gone on record in favor of revision.

The **League of Women Voters of New York City** is working for passage of legislation to provide permanent registration for the city. This month it is conducting an every member campaign for support of its measure.

Representatives of nineteen local leagues met in **Indiana** for a state legislative conference. Home rule for cities, merit system expansion, improvement of the state penal and correctional systems are among the legislative items on its agenda.

Recent Conference

The **Citizen Conference on Govern ment Management,** commemorating th tenth anniversary of the founding o the Department of Government Ma agement at the University of Denve was held November 18 and 19. Th department was established to trai outstanding young men and women i practical government. General them was "Citizenship and Leadership R sponsibilities in Government." Gue speakers included City Manager L. Cookingham of Kansas City, Dr. A. H. Kaplan of Brookings Institutio and Dr. E. M. Kirkpatrick of th State Department.

Highlights of the National Conferen on Family Life, held May 5-8 at Was ington, may be secured from th organization (New York) at fifte cents; 100 or more at ten cents.

* * *

Strictly Person

Norman J. Walsh has been appointe executive director of the Woonsock Taxpayers Association, succeedi **William H. Cunningham,** who has r signed to do graduate work at t University of Southern California.

The New Jersey Taxpayers Asso ation has appointed **Carlton W. T linghast,** formerly director of t Southeastern Division of the Penns vania Economy League, as its mana ing director. Mr. Tillinghast succee **A. R. Everson** who died several mont ago.

Researcher's Digest . . . . *Edited by John E. Bebout*

Universities Cooperate on Resources Studies

Surveys in Southern States Urge Unified Administration

RECENT studies of the administration of natural resources in Alabama, Kentucky, Mississippi, North Carolina, South Carolina and Tennessee are the result of an effective program of inter-institutional cooperation in research. Six universities and the Tennessee Valley Authority have cooperated on the reports. The study was conducted on a state-by-state basis but in general accordance with an over-all outline, and the TVA has agreed to prepare a summary memorandum to be synthesized from the six reports.

Emphasis was placed not on inventories of natural resources, but on the legal substructure of resources management, especially the organization, operation and interrelationships of administrative machinery relating to resources.

A series of two-day work conferences of the research staffs engaged in the studies and the creation of a planning committee which worked out a general outline to insure reasonable uniformity in approach were the methods employed to coordinate the state studies. Thus central planning was combined with local execution. The **Bureau of Public Administration of the University of Alabama,** Roscoe C. Martin, director, undertook the editing and publishing of the studies.

The resulting reports are as follows: *Alabama's Heritage,* by Joseph M. Ray and Lillian Worley, **University of Alabama, Bureau of Public Administration** (186 pages); *Safeguarding Kentucky's Natural Resources,* by Vera Briscoe, James W. Martin and J. E. Reeves, **University of Kentucky, Bureaus of Business and Government Research** (224 pages); *Mississippi's Wealth,* by Robert Baker Highsaw, **University of Mississippi, Bureau of Public Administration** (190 pages); *Resource Management in North Carolina,* by Paul W. Wager and Donald B. Hayman, **University of North Carolina, Institute for Research in Social Science** (192 pages); *South Carolina's Natural Resources,* by Christian L. Larsen, **University of South Carolina, Bureau of Public Administration** (211 pages); and *Rescued Earth,* by Lee S. Greene, Virginia Holmes Brown and Evan A. Iverson, **University of Tennessee, Bureau of Public Administration** (204 pages).

Each of the six volumes contains tables, charts, maps, and an index. As might be expected, they show an over-all uniformity in approach: introductory material on the emergence of governmental resources administration, a description of current activities and programs, an exposition of the mechanics of the actual administration of the programs and a final section containing an appraisal of the conservation situation in the state concerned and a series of recommendations for improvement.

All the authors urge, in their conclusions, a greater degree of uniformity and centralization in the administration by state governments of natural resources. "It is no escape from political domination or irresponsibility to atomize powers among so many different agencies that no one executive can act in accordance with a common plan for over-all action," concludes the Mississippi study, stressing, as do the

other five, the fact that each special resources area must be recognized as part of the larger field of natural resources.

Another report on resources comes from Hawaii, *Oahu Ground Water Control* (67-pages mimeographed), published by the **University of Hawaii, Legislative Reference Bureau,** Norman Meller, director. The report, which contains a number of diagrams and tables, discusses the nature of ground water, Oahu water resources and consumption, ground water law in the western states and the Hawaiian system of ground water rights. It contains an analysis of the proposed Oahu ground water control act.

Research Pamphlets and Articles

Administration

The Mayor's Proposed Department of Administration. Detroit, Bureau of Governmental Research, *Bureau Notes,* October 11, 1948. 4 pp. chart.

Budgets

Bad Budget Setup. Next Year's Tax Rates and Budgets. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* October 26 and December 28, 1948. 3 pp. each.

Can the City Balance Its Budget? St. Louis, Governmental Research Institute, *Mind Your Business,* October 12, 1948. 4 pp.

The 1949 County Budget. (And trends since 1939.) Buffalo, Municipal Research Bureau, *Just a Moment,* September 30, October 14, November 18, December 9, 1948. 4 pp. each.

The Reflection of Mounting Costs. A Review of Pittsburgh's Budget for the New Year. Pittsburgh, Pennsylvania Economy League, Western Division, *Newsletter,* December 1948. 9 pp.

Statements Made at Chicago Budget Hearings. [Public budget (7 pp.), sanitary district (5 pp.), board of education (8 pp.), Cook County board of commissioners (7 pp)] Chicago Civic Federation, *Bulletin,* December 1948.

City-County Consolidation

City-County Consolidation — Some Major Objectives. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* November 2, 1948. 2 pp.

Proceedings of the Section on County-City Consolidation. Thirteenth Annual Institute of Government, 1948. Seattle, University of Washington, Bureau of Governmental Research and Services, 1948. 43 pp.

Constitutional Revision

Amendment and Revision of the Constitution. By Jack W. Strain. Oklahoma City, Oklahoma State Legislative Council, 1948. 38 pp.

Constitutional Revision. (A review of methods and reasons for revision in Kansas.) Lawrence, University of Kansas, Bureau of Government Research, *Your Government,* December 15, 1948. 4 pp.

Legislative Organization and Procedures. Annual Session, Committee Organization, Gubernatorial Leadership, etc. By H. V. Thornton and William Ingler. Oklahoma City, Oklahoma State Legislative Council, Constitutional Survey Committee, 1948. 41 pp.

Debt

Bonded Indebtedness of the State of New Mexico, June 30, 1948. Santa Fe, Taxpayers' Association of New Mexico, *Tax Bulletin,* December 1948. 7 pp.

The Bond Manual for Kansas Municipals. By Albert B. Martin. Topeka, League of Kansas Municipalities, 1948. 146 pp. $5.

Borrowing Among Missouri Counties. (With recommendations to improve county government through cooperation, special charters and simplified

forms.) Jefferson City, Missouri Public Expenditure Survey, 1948. 8 pp.

Control of Departmental Deficits in Utah. Salt Lake City, Utah Foundation, October 1948. 4 pp.

A More Stable Debt Limit for Philadelphia. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* November 16, 1948. 11 pp.

Sources of Budgetary Cash for Debt Reduction. By Harley L. Lutz. New York, Tax Foundation, *Tax Review,* September 1948. 5 pp.

Education

Hewing to the Line. The Pittsburgh School Budget for 1949. Pittsburgh, Pennsylvania Economy League, Western Division, *Newsletter,* November 1948. 6 pp.

Increased State Aid for Local Schools. Taunton, Mass., Association of Commerce, *Research Brevities,* November 18, 1948. 3 pp.

Lining Up the School Districts — A Comparative Statistical Review. Pittsburgh, Pennsylvania Economy League, Western Division, *Newsletter,* October 1948. 25 pp. tables.

Public School Expenditures in Hawaii. By Robert M. Kamins. Honolulu, University of Hawaii, Legislative Reference Bureau, 1948. 28 pp. graphs, tables.

School Costs. School Districts Tax Rates. Buffalo, Municipal Research Bureau, *Just a Moment,* November 4 and 11, 1948. 3 pp. each.

School Finance Fundamentals Obscured by Money Demands. (Is education a local or a state function?) Rochester, N. Y., Bureau of Municipal Research, *Municipal Research,* September 1948. 1 p.

Elections and Voting

Board of Control Candidates — the Key Question. (About Toronto's real chief executive, the elected five-man Board of Control.) Toronto, Bureau of Municipal Research, *Civic Affairs,* December 29, 1948. 3 pp.

The Case of the Non-Voting Citizen. Woonsocket, R. I., Taxpayers Association, *Your Business,* October 1948. 2 pp.

The Declaration of Intentions Act. (Discussion of an act requiring any person moving into the state to record formally with a clerk of court or with election officials his intention to become a citizen and resident of Maryland, at least one year before he is to be entitled to registration as a voter.) By Carl N. Everstine. Baltimore, Maryland Legislative Council, Research Division, 1948. 44 pp.

The Voiceless Minority. ("Should minority representation be made easier?") Philadelphia, Bureau of Municipal Research, *Citizens' Business,* November 23, 1948. 2 pp.

Fire Protection

The Firemen's Work Week—A Problem for St. Louis Voters. St. Louis, Governmental Research Institute, *Dollars and Sense in Government,* October 19, 1948. 4 pp.

Fire Protection in San Francisco. San Francisco, Bureau of Governmental Research, *Bulletin,* December 1, 1948. 2 pp.

Forms of Local Government

Forms of Local Government. Revised. (Including county government.) By Stuart A. MacCorkle and Wilfred D. Webb. Austin, University of Texas, Bureau of Municipal Research, 1948. 66 pp. $1.

Metropolitan Areas

Amalgamation Seen Only Solution to Capital Problem. Expert Advises Five Ontario Municipalities Here (Ottawa Area) to Unite. By Hugh R. Pomeroy. Ottawa, *Evening Citizen,* May 17, 1948. 2 pp. map.

Municipal Government

Columbia City Government. (Considers organization, finance, personnel,

police and fire departments, public welfare and public works. Recommends "abandonment of commission form as fundamentally unsound.") By Christian L. Larsen and Robert H. Stoudemire. Columbia, University of South Carolina, Bureau of Public Administration, 1948. 97 pp.

Improving the Government of Pocomoke (Maryland). ("The government's principal need is management.") By Joseph M. Ray. College Park, University of Maryland, Bureau of Public Administration, 1948. 35 pp. charts.

The Incorporation of Cities under California Law. By James D. Kitchen. Los Angeles, University of California, Bureau of Governmental Research, November 1948. 8 pp.

Museums

Public Museum Should Be Transferred to County Board. Milwaukee, Citizens' Governmental Research Bureau, *Bulletin,* October 23, 1948. 2 pp.

Personnel

Civil Service in the Territory of Hawaii. By Ada Mae Rich. Honolulu, University of Hawaii, Legislative Reference Bureau, 1948. 21 pp.

Erie County's Employees. Buffalo, Municipal Research Bureau, *Just a Moment,* December 2, 1948. 3 pp.

Improving Personnel Practices. A Personnel Director Proposed. Summarized from a report to the Committee of Fifteen. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* December 7 and 21, 1948. 2 pp. each.

Salary Rate Structure of the Local Governments of Chicago for 1948. Chicago, Civic Federation, 1948. 41 pp. tables, graphs.

State Payrolls. Santa Fe, Taxpayers' Association of New Mexico, *Tax Bulletin,* November 1948. 5 pp.

Planning

Coordinated Public Planning in the Los Angeles Region. By Judith Norvell Jamison. Los Angeles, University of California, Bureau of Governmental Research, 1948. 198 pp. tables, map, bibliography. $1.

Some Important Items in Rochester's Planning. (Four major objectives, including tax reduction and some development toward metropolitan government.) Rochester, N. Y., Bureau of Municipal Research, *Municipal Research,* November 1948. 2 pp.

Police

Buffalo Precinct System. Buffalo, Municipal Research Bureau, *Just a Moment,* December 16, 1948. 3 pp.

Does the Police Department Need More Men? Detroit, Bureau of Governmental Research, *Bureau Notes,* December 16, 1948. 2 pp.

Massachusetts Participation in the FBI Police Training Program. Taunton, Association of Commerce, November 3, 1948. 8 pp.

Want a Policeman? (Study of district stations.) Philadelphia, Bureau of Municipal Research, *Citizens' Business,* September 28, 1948. 4 pp.

Public Buildings

Operating the County Building. Schenectady, Bureau of Municipal Research, *Research Brevities,* December 15, 1948. 4 pp.

Report on Plans for Completing the Panels and Murals for the Rotunda of the State Capitol. Lincoln, Nebraska Legislative Council, September 1948. 10 pp.

Public Welfare

The Administrative Supervision of State Public Institutions. By Donald H. Webster. Seattle, University of Washington, Bureau of Governmental Research and Services, September 1948. 68 pp. tables.

The Mentally Ill: Their Care and

Treatment in Missouri. Jefferson City, Missouri General Assembly, Committee on Legislative Research, 1948. 92 pp. tables.

Missouri Faces a Critical Old Age Assistance Problem. Jefferson City, Missouri Public Expenditure Survey, November 1948. 8 pp. graphs.

Please — Not Two Public Welfare Boards! Milwaukee, Citizens' Governmental Research Bureau, *Bulletin,* November 19, 1948. 2 pp.

Public Assistance Trends. (Summary of report *Public Assistance in the City of New Haven, Conn.,*) New Haven, Conn., Taxpayers Research Council, *Council Comment,* November 22, 1948. 2 pp.

Public Welfare in Cambridge. (Many tables and graphs, all unusually clear and well planned.) By J. Douglas Carroll, Jr. Cambridge, Mass., Research Association, 1948. 79 pp.

Report on Old Age Security and Security for the Blind Law. (Financial and administrative problems in carrying out a fantastic California law adopted by the initiative.) San Francisco, Bureau of Governmental Research, *Bulletin,* November 17, 1948. 2 pp.

Some Questions About Public Relief. Detroit, Bureau of Governmental Research, *Bureau Notes,* October 4, 1948. 2 pp.

Ten Years of County Welfare, 1939-49. Buffalo, Municipal Research Bureau, *Just a Moment,* November 25, 1948. 3 pp.

Purchasing

Kentucky State Purchasing. By Alva Marian Matherly. Lexington, University of Kentucky, Bureau of Business Research, 1948. 61 pp. 50 cents.

Purchasing by the State of Utah. Salt Lake City, Utah Foundation, 1948. 4 pp.

Tax Dollar Savings Through Better Purchasing. Oklahoma City, Oklahoma Public Expenditures Council, *Your Report on Government,* December 1948. 4 pp.

State Government

The Administrative Organization of Kansas. Lawrence, University of Kansas, Bureau of Government Research, *Your Government,* October 15, 1948. 4 pp. chart.

Listing of the Duties of Michigan's 102 Boards, Bureaus, Commissions and Departments. Detroit, Michigan Public Expenditure Survey, October 1, 1948. 4 pp.

The Organization of the Connecticut State Government. Hartford, Connecticut Public Expenditure Council, 1948. 39 pp. charts, tables.

Washington State Government. Administrative Organization and Functions. By Donald H. Webster, Ernest Howard Campbell and George Duncan Smith. Seattle, University of Washington, Bureau of Governmental Research and Services, 1948. 113 pp. charts, maps.

Streets and Highways

Asphalt Resurfacing Costs. Baltimore, Commission on Governmental Efficiency and Economy, *Your Tax Dollar,* October 12, 1948. 4 pp.

Connecticut State Highways a $30,000,000 Operation. Hartford, Connecticut Public Expenditure Council, *Taxpayers News,* December 1948. 2 pp.

Highway Construction and Maintenance in Utah. The Problem of Highway Improvement in Utah. Salt Lake City, Utah Foundation, 1948. 4 pp. each.

Taxation and Finance

Arizona Property Tax Rates 1943 through 1948. Phoenix, Arizona Tax Research Association, 1948. 38 pp. tables.

Auditor General's Functions. (Proposals for strengthening Detroit's Auditor General.) Detroit, Bureau of Gov-

ernmental Research, *Bureau Notes,* September 27, 1948. 3 pp.

Average Tax Rate in State Up $3.30. (Tax rates by cities and towns.) Boston, Massachusetts Federation of Taxpayers Associations, *Taxtalk,* August-September 1948. 2 pp.

A Comparison of Local Government Finance in Five Oklahoma Counties. Oklahoma City, Oklahoma Public Expenditures Council, 1948. 29 pp. graphs.

County Spending Shows 24 Per Cent Increase. Madison, Wisconsin Citizens Public Expenditure Survey, *Tax News,* September 29, 1948. 2 pp.

Departmental Maintenance Expenditures, 1947. Appropriations for Departmental Maintenance, 1948. (For 106 Massachusetts towns.) Boston, Boston University, Bureau of Public Administration, 1948. Charts. 25 cents each.

Facts and Figures on Government Finance, 1948-49. (Covers fiscal operations of federal, state and local governments.) New York, Tax Foundation, 1948. 143 pp. tables, graphs.

Financing Municipal Government in Denver. A Review of Revenue and Expenditure Trends of Municipal Government in Denver and a Description and Appraisal of Possible Measures for Increasing City Income. By E. T. Halaas and H. E. Hurst. Denver, University of Denver, Bureau of Business and Social Research, 1948. 84 pp. tables, charts.

A Half Billion Dollars in Estimated Capital Improvements. San Francisco, Bureau of Governmental Research, *Bulletin,* December 20, 1948. 3 pp.

Income and Expenditures of Government in California, 1910 to 1948. Los Angeles, California Taxpayers' Association, *Tax Digest,* November 1948. 32 pp. tables.

Maryland Fiscal Scene. By Joseph M. Ray and Claire Bracken. College Park, University of Maryland, Bureau of Public Administration, 1948. 103 pp.

Personal Property Taxes. Madison, Wisconsin Taxpayers Alliance, *Wisconsin Taxpayer,* September 1948. 8 pp.

Property Taxes to Exceed Forty Millions. Helena, Montana Taxpayers' Association, *Montana Taxpayer,* September 1948. 2 pp.

Recent Trends in Local Taxes, 1942-47. (Indicates the relative productiveness of the various revenue sources.) New York, Tax Foundation, 1948. 21 pp.

Report on Apportionment of the Gasoline Tax. Lincoln, Nebraska Legislative Council, September 1948. 33 pp. tables.

Sales Tax Accounts for Record State Surplus. Hartford, Connecticut Public Expenditure Council, November 1948. 2 pp.

Special Taxation at the State Level. By John F. Sly. New York, Tax Foundation, *Tax Review,* October 1948. 5 pp.

State General Fund Condition. State Spending Methods. Madison, Wisconsin Taxpayers Alliance, *Wisconsin Taxpayer,* October and November 1948. 7 pp. each.

State General Fund Income and Outgo 1947-48. Helena, Montana Taxpayers' Association, *Montana Taxpayer,* December 1948. 3 pp.

The State Property Tax in Texas. By Lynn F. Anderson. Austin, University of Texas, Bureau of Municipal Research, 1948. 132 pp. tables. $1.

State Supervision of the Property Tax Assessments in Kentucky. By Beulah Lea Pardue. Lexington, University of Kentucky, Bureau of Business Research, 1948. 67 pp. 50 cents.

Tax Rates Go Up in 37 Counties. By J. Roy Holland. Los Angeles, California Taxpayers' Association, *Tax Digest,* October 1948. 7 pp. tables.

Books in Review

Government As Employer. By Sterling Spero. Brooklyn, New York, Remsen Press, 1948. ix, 497 pp. $4.50.

The rights of unions of public employees as distinguished from those of private employees have attained growing importance to all administrators and have not been quieted by learned dissertations as to precedents in law. There is more of the problem ahead of us than behind us! Mr. Spero, with long experience in labor relations, sets forth narratively the story of the numerous struggles that have developed in the years since Calvin Coolidge, as governor of Massachusetts, crushed the Boston police strike with the dictum, "one cannot strike against the government." This author concludes, "The issue admits of no final solution but only of working arrangements which leave intact the basic claims of each party."

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Directories

Official Roster of State of New Mexico. Lists of Elective State, Legislative and County Officers 1949-1950. Santa Fe, New Mexico, Secretary of State, 1949. 37 pp.

Electoral College

The Electoral "College" vs. The Will of the People. The Case for Reform. By Henry Cabot Lodge, Jr. Washington, D. C., United States Government Printing Office, 1948. 30 pp.

Exhibits

Planning Your Exhibit. By Janet Lake and Beatrice K. Tolleris. New York 10, National Publicity Council for Health and Welfare Services, Inc., 1948. 28 pp. $1.

Fair Employment Practices

The Fair Employment Practice Ordinance of the City of Chicago, with Extracts from the Report of the Mayor's Commission on Human Relations, etc. Chicago 2, Municipal Reference Library, 1948. 3 pp.

Housing

Ten Years in Housing. 1947-48 Annual Report. Memphis, Tennessee, Housing Authority, 1948. 32 pp.

Liquor Control

Pennsylvania and the Liquor Business. A Study of the Pennsylvania Liquor Control Board. By M. Nelson McGeary. State College, Pennsylvania State College, Institute of Local Government, 1948. 76 pp.

Management

The Management Guide. San Francisco 20, Standard Oil Company of California, 1948. 74 pp.

Municipal Government

Final Report of Mayor's Fact Finding Committee for Flint Civic Improvement Program. Flint, Michigan, The Committee, 1948. 18 pp.

Parking

Parking for Smaller Cities. A factual guide of current authoritative information for dealing with all phases of the parking problem in smaller cities. Indianapolis, Associated Retailers of Indiana, 1948. xi, 138 pp. $2.50.

Parking Lot Operation. By Charles S. LeCraw, Jr., and Wilbur S. Smith, Saugatuck, Connecticut, The Eno Foundation for Highway Traffic Control, 1948. viii, 114 pp.

Personnel

Manual of Civil Service Rules and Regulations. Santa Monica, California, The City Council, 1948. 28 pp.

Planning

American Planning and Civic Annual. A record of recent civic advance in the fields of planning, parks, housing, neighborhood improvement and conservation of natural resources, including the addresses delivered at the Citizens Conference on Planning, Newark, New Jersey, May 17-19, 1948. Edited by Harlean James. Washington, D. C., American Planning and Civic Association, 1948. xii, 180 pp. $2.

Trends in Building Tomorrow's Cities. Washington, D. C., Urban Land Institute, *Urban Land,* December 1948. 3 pp.

Social Security

Report of the Territorial Retirement and Pension Commission of Hawaii. Honolulu, The Commission, 1948. 99 pp. tables.

Unemployment Insurance. A Report to the Senate Committee on Finance from the Advisory Council on Social Security. Washington, D. C., United States Government Printing Office, 1948. 103 pp.

Taxation and Finance

City Tax Legislation in 1948. State Tax Legislation in 1948. New York 7, Tax Institute, *Tax Policy,* October and November 1948. 17 and 18 pp. respectively. 25 cents each.

State of Maine, Financial Report. Fiscal Year Ending June 30, 1948. Augusta, Maine Department of Finance, Bureau of Accounts and Control, 1948. 117 pp. tables.

Traffic Safety

Operation Safety. Program Kit on Traffic Safety Promotion for February. Theme: Learn and Obey Traffic Laws. Chicago 6, National Safety Council, 1949. Variously paged.

Round-up of What's New in Traffic Safety. By Norman Damon. Washington 6, D. C., Automotive Safety Foundation, 1948. 26 pp.

Speaking for Pedestrian Protection. (Third Edition.) A manual for those who seek or have thrust upon them the opportunity to spread knowledge on pedestrian accidents and their prevention. By Burton W. Marsh. Washington, D. C., American Automobile Association, 1948. 18 pp.

Training for Public Service

Educational Preparation for Public Administration 1948-49. A description of the academic programs of 117 colleges and universities in the United States in the field of public administration as reported to Public Administration Clearing House. Edited by Joseph S. Toner. Chicago 37, Public Administration Service, 1948. 50 pp. $1.

TAXATION AND FINANCE

(Continued from page 100)

by the regulation. In these places, 2 per cent of the total charge made i deemed the charge of admission an the tax is computed on that basis. I most cases admission taxes are passe on to patrons.

All operators of places of amuse ment and entertainment that com under these regulations are required t post bond and secure an amusemen tax permit.

Pennsylvania requires similar pe mits of operators of taverns. In 194 the courts upheld the right of th state to require tavern operators t pay the state for an amusement pe mit if they used television sets to a tract trade.

The court ruled to that effect in decision which held that motion pi tures and television were identical s far as the state liquor control act wa concerned. The act specifies tha drinking establishments must obta amusement permits for dancing, th atricals, floor shows or moving pi ture exhibitions other than tho operated by patrons.